

AN INVESTIGATION
INTO
THE PROBLEMS OF IMPLEMENTING COMPULSORY
PRIMARY EDUCATION SCHEME IN P A N N A
D I S T R I C T

A dissertation submitted to the University
of Saugor in partial fulfilment of requirement for
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24.4.62
Guide.

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P R E F A C E

Education is the basic need of an individual under the foreign yoke, we could not do justice in this direction. After the attainment of Independence in our Country, provision has been made in our Constitution for Compulsory Primary Education.

"The State shall endeavour to provide, within a period of ten years from the commencement of the Constitution free and compulsory education for all children until they complete the age of 14 years."

This directive principle of the State's educational policy is embodied in Article 45 of the Constitution. Ignorance and illiteracy should, therefore, be wiped out as quickly as possible, notwithstanding the dimensions of the task, the paucity of resources at the disposal of the Nation and several other difficulties that exist or may arise. This leads to the conclusion that we must acquaint ourselves with the problems and conditions, as they exist, before our dream is fulfilled and the Herculean task of educating the mass is consummated. I have therefore, chosen the problem "An Investigation into the Problems of Implementation of Compulsory Primary Education Scheme in Panna District".

It is worth mentioning here that I also gathered impetus for this problem due to the fact that I got an

opportunity to work as an Assistant Inspector of Schools in Panna District (1955-56) which is my native place and where having seen my cradle days, I received my early education and thus this problem also provides me with the field for introspection and retrospection.

I am very much indebted to my guide Prof. G.D. Kastwar, whose precious suggestions, help and guidance enabled me to complete my work.

I am also thankful to the illuminaries with whom I sought interview in connection with my dissertation specially Raja Bahadur Narendra Singh, M.L.A., Dr. H.R.Mishra, Principal, Maharaja College, Chhatarganj and Shri L.P.Shrivastava, Principal Government Basic Training College, Rewa.

I also cannot forget to mention the names of Prof. N.M.Lal of T.R.V.College, Rewa and Shri H.G.Shrivastava, Lecturer, Govt. Higher Secondary School, Rewa for the cooperation they extended to my work.

All those educationists to whose names are mentioned in the Bibliography together with the teachers who helped in my work deserve my obligation.

I owe to Shri R.P.Baxena, for the Typing work and my students for their assistance, when I needed.

Last, but not the least, my sincere gratitude is to Dr. Atma Nand Mishra, Principal, Prantiya Shikshan Maha Vidyalaya, Jabalpur, and Shri G.J.Tankhiwala, Principal, P.G.B.T.College, Rewa, whose blessings showed me the path to my goal.

K.R. Gupta.

Rewa 24-6-62

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CHAPTER I

Introduction.

India is the biggest democratic country of Asia to day. She has emerged into a new era of Social Reforms and Reconstruction. Her whole life is being revolutionalised very rapidly. The great leaders of this country are busy day and night to make her still greater. It will not be out of place to mention that it is a period of renaissance for her. Therefore it is a proud priveledge of every Indian to join his hands and give his shoulder for her progress and prosperity. India has rightly won the affection and admiration of other powerful nations of the world. Therefore every Indian should rightly belong to this holy land. For this the mind of every should be free from every ill-will and prejudice; he should not only be devoted to his country but should prove to be a worth while citizen of the world and all this can be done through education alone. "Education is the most important single factor in achieving economic development and technological progress and in creating a social order founded on the values of freedom and social justice and equal opportunity. Programmes of Education lie at the base of the effort to forge the bonds of common citizenship, to harness the energies of the people and to develop the natural and human resources of every part of the country".

Education is the back bone ^{of} democracy for the success of which every individual must receive a certain minimum standard of education. We want there should be no one illiterate in our country and for this a scheme of compulsory primary education has been launched by the Government.

I have worked as an Assistant Inspector of Schools in Panna District in 1955-56. During that tenure, I have been directly associated with the introduction of compulsory primary education Scheme in Panna. One question taxed me very much then, that when the Government is taking so much of pains to educate all the children between agegroup 6-11 years, why considerable ^{progress} is not ~~not~~ visible? Why people specially of the villages do not readily send their children to school? What are the problems that come in the way of implementing the Scheme of Compulsory Primary Education? Since then I have cherished the idea of undertaking a research in this field. Fortunately I get an opportunity to undertake this study when my subject was approved by the Saugar University as a part fulfilment of requirement for degree of Master - Education.

I am a bonafide resident of Panna District and naturally I selected Panna District as my field of Study. My study is confined mainly to the Compulsory Primary Education areas of Panna District.

Statement of the Problems.

My problem is "An Investigation into the Problems of Implementation of Compulsory Primary Education in Panna District".

Amplification of the Problem.

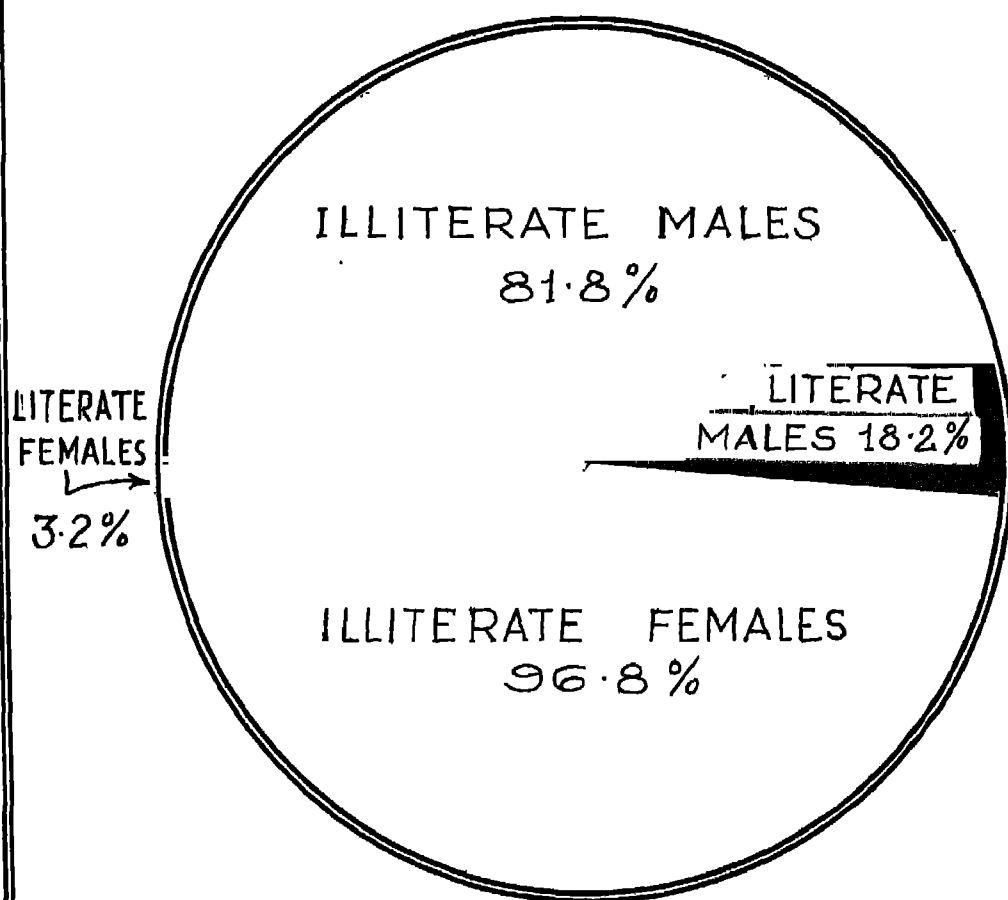
By implementation I mean the implementation of the requirements of the Vindhya Pradesh Compulsory Primary Education Act of 1952, which was enforced in Panna District in 1953. By Compulsory Primary Education is meant that all the children between 6 and 11 years age-groups must attend the approved schools. I have to investigate into the problems that hamper the growth of Compulsory Primary Education Scheme in Panna District.

Need.

Panna District is back-ward district in Vindhya Pradesh Region, in which about 40,000 scheduled tribes and about 60,000 Scheduled Castes live. Panna is a more or less a hilly district with dense forests no motor car can move in the inner part of the Distt. The inner parts are about 100 miles away from the railway.

The literacy percentage of whole district is 10.9% while 3% females only are literate. The Scheduled castes and tribes both of which comprise the one third of the total population of the district;

LITERACY IN PANNA DISTRICT



*TOTAL PAPULATION OF THE
DISTRICT-331,383*

have their own old orthodox practices and beliefs. Their problems may differ partially or wholly from those who are being in the urban area of the district. 95% of the population live in the rural area. Hence the study will reveal very important results and conclusions in the form of problems which hinder the growth and implementation of Compulsory Primary Education Scheme.

Formation of the tentative hypothesis.

Before I actually embark into the field of study it will be proper to formulate the tentative hypothesis for the same.

It is presumed that the following problems come in the way of implementation of compulsory primary education Scheme in Panna District.

(1) Scarcity of School Buildings.

The building accommodation is inadequate and most of the buildings are Kachcha.

(2) Lack of trained enthusiastic teachers.

Most of the teachers come from the urban areas. They do not cherish the idea of serving in the remote villages.

(3) Economic draw-back.

The villagers are extremely poor. They work for the whole day to the sweat of their brow and have to depend on manual labour. Their children also join hands with in their work. They rather prove to be

indispensable for them in their daily routine and therefore, they ill-afford to send their children to the schools. Also it is a fact that they can afford to employ labourers.

(4) Social Draw-back.

The villagers do not want to educate their girls because of their old belief. They are too degenerate about the caste systems. They may not like their children to mix and sit with the untouchables. Most of them are illiterate and hence may not realise the growing importance of educating their children.

(5) Faulty Curriculum of the Primary Schools.

The curriculum does not fulfil the needs of the rural community.

(6) Administrative difficulties.

(i) The policy of introducing Compulsory Primary Education Scheme may not be carried out rigidly.

(ii) There may not be thorough check up by the Inspectorial Staff.

(7) Specific Problems of Adivasis :-

(a) utter ignorance;

(b) illiteracy; and

(c) poverty of the adivasis.

Before I actually take up actual study in detail it will be worth while commenting upon any such allied work. In the ensuing Chapter I shall be reflecting upon the work done previously.

CHAPTER III II

Previous work done.

Shri A.K.Chatterjee submitted his dissertation in partial fulfilment of requirement for the degree of Master of Education in 1960. His subject was "Progress of Compulsory Primary Education in Rewa District. His work is briefly summarised as under :-

He issued two questionnaires, one to all the 94 Head Masters of Compulsory Primary Education Areas of the district and the other to 94 Presidents of the Gram Panchayats. 65 Head Masters and 9 Presidents reported. The A.D.I.S. were also interviewed.

The following were the conclusions reached.

Location of School.

About 19% of the children attending compulsory primary schools had to walk 1' miles to attend the schools.

School Building.

Most of them are ill ventilated and have no proper accommodation for children to sit.

Only 44.4% of children attending compulsory schools have enough place to sit. These schools also do not have play fields.

Economic.

30% of the village population is composed of sub-tenants or labourers. Their condition is very poor.

Social Problem.

Social Problems are hampering the growth of Compulsory Primary Education. Untouchability, though abolished by law has its deep roots in the villages. Girls enjoy an inferior social position to that of boys.

Stagnation & Wastage.

Wastage was 61.85% and stagnation 21.46 %. The cause is purely economic. 33% of the children earn their own living. 56.9% of the parents migrate along with their children to earn their own livings, then 78.4% of the children failed for want of books and other education material.

Syllabus.

School should follow the basic method of teaching and all of them should be converted into basic schools.

School Hours and Vacations.

School hours should be in the shifts i.e. Morning 7.30 to 11 A.M. and after noon 2 P.M. to 4 P.M. Winter vacation should be stopped and instead Autumn Vacation should be increased. Schools should remain open in May and instead should be closed in July.

Improvement of School Attendance.

There should be quite a good publicity and propaganda to improve school attendance. Papers should be attracted towards the utility of education for their children at least in a month. One programme should be organized to improve the attendance.

Attendance Committees have failed to enlist the cooperation of the guardians and parents to increase the attendance. 93% of the parents are indifferent to attendance orders. Attendance Committee and Supervisory staff may be advised to be careful though the Head Master of the Compulsory Areas who happened to be the Secretary of the Attendance Committees.

Supervision of Schools.

Lack of supervisory staff or their indifference to their work affect the growth compulsory primary education seriously. In 1958-59 the number of unsupervised schools was 3.2%.

61% remained unseen by any other officer. The average time taken by the A.D.I. for inspection and supervision is 2 hours and thirty minutes. This is due to the mere work load on them. To remove this additional staff for the supervision of compulsory schools should be appointed and there should be one Supervisor for every 30 Primary Schools. Each school should be inspected twice a year and the supervisory staff should try to give positive suggestions to improve the school attendance and teaching methods in the schools.

Other Previous Studies.

Previous studies of Mazon Alcot under the title Village Schools in India in 1926, Dayraclain and Naiks compulsory primary education in India and Survey of Education in India by Government of India are some of studies which have been undertaken previously in the field of expansion of Education.

My work at hand though outwardly appears to be somewhat similar to the work already done yet it is different so far as the field of study is concerned. My field of study is Panna District. Mr. Chatterjee in his dissertation has dealt with the progress of Compulsory Primary Education in Rewa District but I have a different problem i.e. "An Investigation into the Problems of implementing the Compulsory Primary Education Scheme in Panna District.

In the next Chapter I shall be dealing with the Development of Primary Education and present position of Education in Panna District.

Chapter III

Primary Education in Panna District.

The Vindhya Pradesh Education Act, 1952, No. IV of 1952 was passed to provide extension of primary education in Vindhya Pradesh. The Government of Vindhya Pradesh may declare by Notification from time to time that the primary education of male or female, children or both shall be compulsory in any part of the State of Vindhya Pradesh. This act has been recently replaced by the M.P. Primary Education Act, 1961. There are 48 Centres of Compulsory areas in Panna District at present. 5 Centres are in the Urban area and 43 Centres in the Rural area. In order to find out the difficulties which come in the way or spread of compulsory education, it would be better to study the development of the primary education in the district as a whole.

The comparative study would be better to assess the success, how far the compulsion introduced has given effect to the spread of primary education? How far we achieved the end in the introduction of - Compulsory Education Scheme in the Panna district and what problems hinders its growth, will be discussed in the next Chapter.

The following Table shows the development of schools during the last ten years.

Table No.1.

I. Table showing the No. of Primary Schools
in Panna District. (Year-wise)

Years	No. of Primary Schools.*			Remarks.
	Boys.	Girls.	Total.	
	0	0	0	
1.	2.	3.	4.	5.
1951-52	123	11	134	
1955-56	257	12	269	
1956-57	271	21	292	
1957-58	292	25	317	
1958-59	326	27	353	
1959-60	334	27	361	
1960-61	338	27	365	
1961-62	332	25	357	

* Progressive Totals.

N.B.1. During the year 1961-62, 6 boy's
and 2 girl's Primary Schools were
upgraded to Junior High Schools.

From the above table it is obvious that the No. of boy's schools in 1951-52 were 123 and the No. of girl's schools were only 11 while in the decade the number of boy's schools increased to 332 and the girls' schools to 25 only, i.e. only 14 girls' schools were increased during the period.

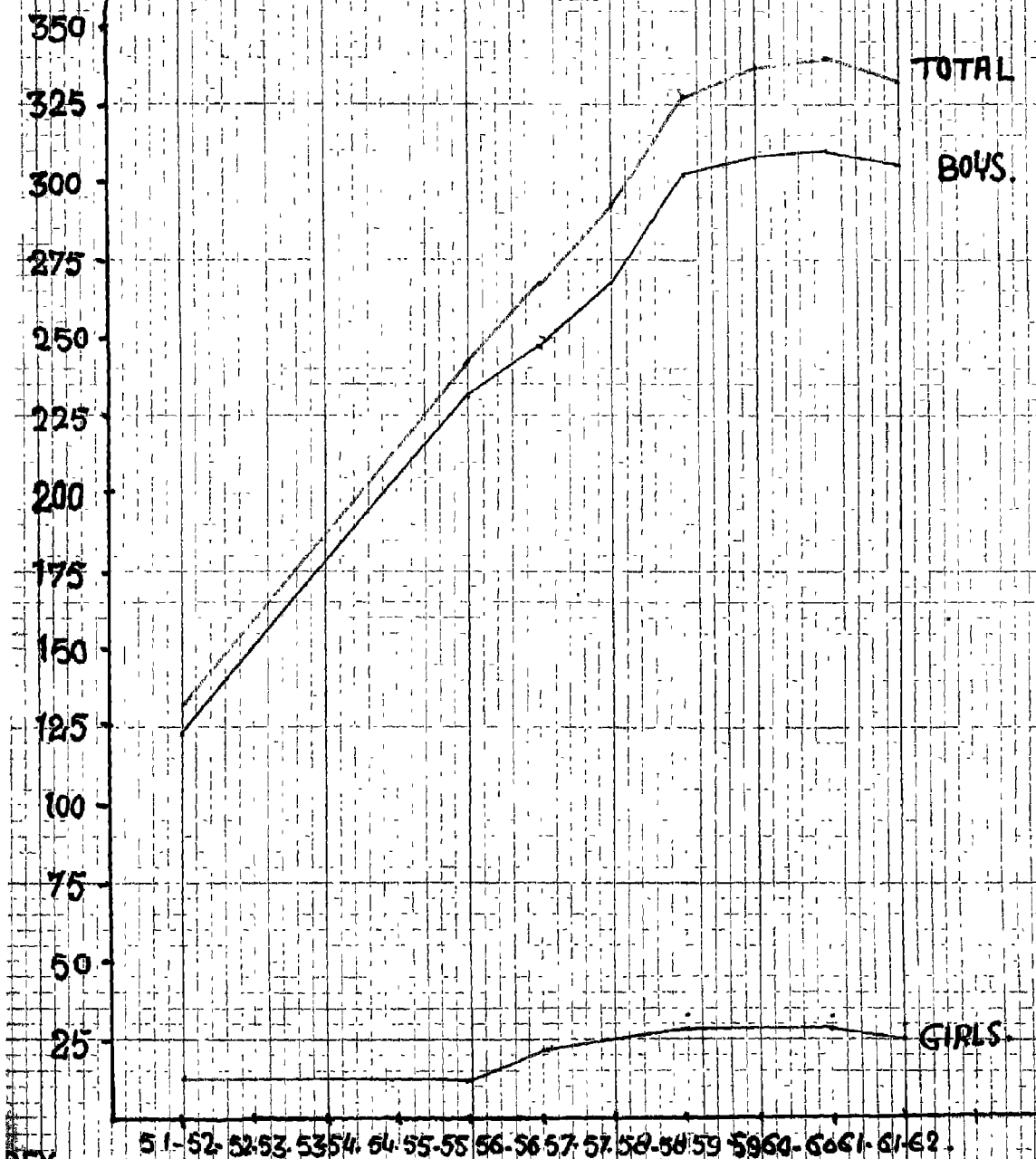
During 1960-61, the number of boys' schools is 338 and the number of girls' schools is 27. The decrease

GRAPH SHOWING THE NO OF PRIMARY SCHOOLS.

IN PANNA DISTT.

(YEARWISE.)

1951-52 TO 1961-62.



Y-axis

TOTAL

BOYS

GIRLS

(YEARS.)

in the number of both during 1961-62 is due to upgrading of 6 boys' and 2 girls' primary schools to Junior High Schools and hence those are not counted in the year 1961-62. The increase in the boys' schools is about three times while the increase of girls' schools is about two times. This table gives the vivid picture at a glance of progress in schools that the girls education is slower in expansion.

The number of students in the boys' and girls' primary schools is shown in the table given below.

Table No.2

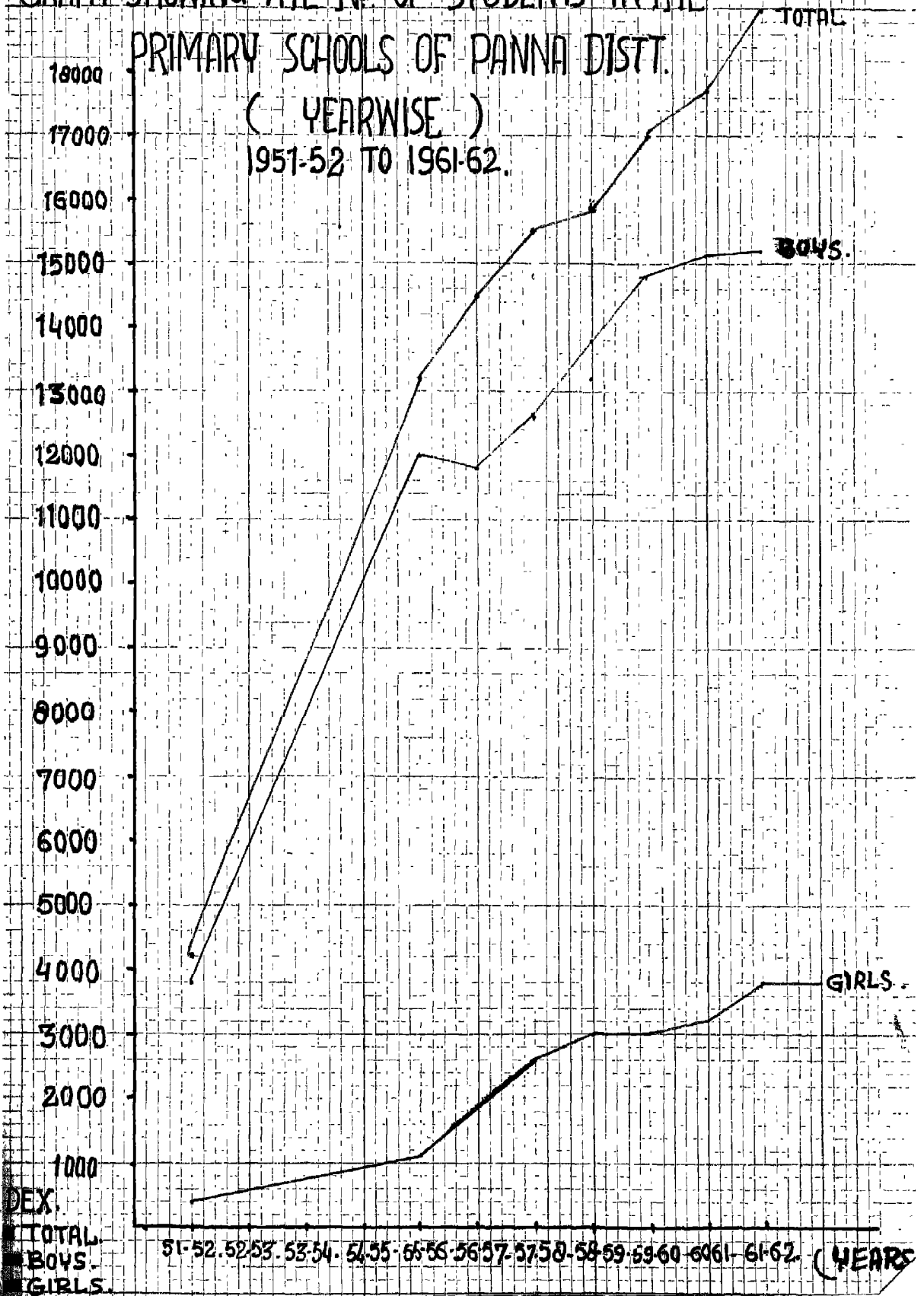
II. Table showing number of students in the Primary Schools of Panna District (Year-wise)
(Age group 6 - 11 years).

Year.	Number of students.			Remarks.
	Boys.	Girls.	Total.	
1.	2.	3.	4.	5.
1951-52	3880	425	4305	
1955-56	12043	1118	13161	
1956-57	11939	2756	14595	
1957-58	12410	3026	15436	
1958-59	12869	2995	15864	
1959-60	13869	3142	17011	
1960-61	13972	3780	17752	
1961-62	14201	3842	18043	

The estimated population of children of 6 - 11 age group is according to 1951 census is 30,871. During 1961-62, the number of students who were reading in

GRAPH SHOWING THE NO OF STUDENTS IN THE PRIMARY SCHOOLS OF PANNA DISTT.

(YEARWISE)
1951-52 TO 1961-62.



schools is 4305 i.e. only 13.2 % of the children were in schools. While in 1961-62, the population of children of 6-11 age group is estimated to be 41,423 (according to the Census 1961). The number of enrolled students is 18043. The percentage of enrolment of the boys and girls rose to 43.6 %. The number of boys rose to four times and the number of girls nine times during the decade. Prima facie this shows that the public showed interest and consciousness in girls' education, but this is not so as the number of girls in 1951 was only 425. The number of girls in 1961-62 is still 1/3 of the number of boys.

The increase in the number of teachers and schools is shown in the table given below. The number of male and female, trained and untrained teachers is given year-wise.

Table No.3.

Table showing the comparative figures of Primary Schools, Teachers & Students in Panna District - Year-wise.

Year.	No. of Schools	No. of Students	No. of Teachers.				REMARKS.
			Trained.		Untrained		
			M.	F.	M.	F.	
(1)	(2)	(3)	(4)		(5)		(6)
1951-52	134	4060	FNA		FNA		66 Trained and 198 Untrained in all in 1951-52.
55-56	269	13161	FNA		FNA		
56-57	292	14595	83	2	331	34	
57-58	317	15436	66	4	423	38	
58-59	353	15864	204	7	425	48	
59-60	361	17011	317	13	435	49	
60-61	365	17752	321	14	225	47	
61-62	357	18043	353	20	552	49	

NOTE: FNA stands for figures not available.

NO OF TEACHERS.

450
400
350
300
250
200
150
100
50

NDEX

TRAINED FEMALE

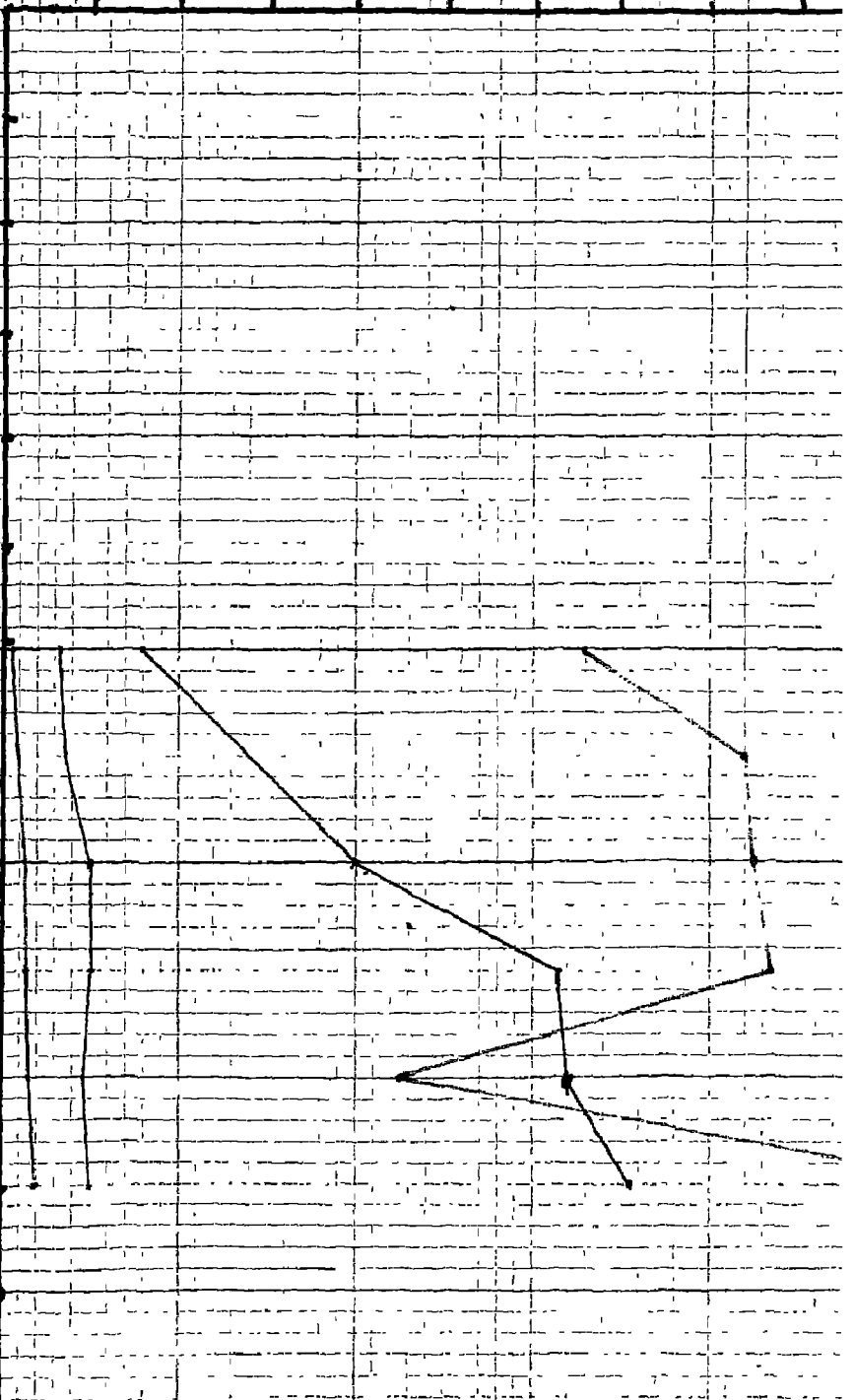
UNTRAINED FEMALE

TRAINED MALE

UNTRAINED MALE

(YEARS.)

51-52 52-53 53-54 54-55 55-56 56-57 57-58 58-59 59-60 60-61 61-62



Some factors of the existing situation become at once evident from an analysis of the relevant statistics of the above table.

During 1951-52, there were only 66 male and female trained teachers and 138 untrained teachers. In 1956-57 there were 83 male trained teachers and only two lady trained teachers. The number of Untrained male teachers is 331 and untrained female teachers 34. During the first Five Year Plan the No. of the trained teachers increased to 85 and untrained to 365. From 1952 to 1957, the number of students increased to 535 within a period of five years, but during next five years (1957-62) the increase in the number of students is only 3448. The increase in the appointment of teachers has also been noteworthy. There were 984 teachers in 1961-62 while in 1956-57 there were 450 teachers only. The number of teachers became more than double.

There were two female teachers trained in 1956-57 and in 1961-62 only 20 lady teachers were trained. The figure is not encouraging. The total number of lady teachers trained and untrained in 1956-57 were only 36 while in 1961-62 there were only 69 lady teachers. Only 33 lady teachers increased in number during the period.

So far male teachers are concerned, the number of trained teachers increased from 83 to 353 and untrained from 331 to 532 during the period. In 1956-57 in all 18.8 % of the teachers were trained while in 1961-62 38.6 % of teachers were trained. This indicates that the training programme of teachers was very slow.

Pupil teacher ratio.

The pupil teacher ratio during the period has all along been falling as will be clear from the following table :-

Table No.4

Table showing the pupil teacher ratio.

Year.	No. of students.	No. of teachers.	Pupil teacher ratio.
1.	2.	3.	4.
1951-52	4305	134	32.2
1956-57	14595	450	32.4
1957-58	13436	531	29.01
1958-59	15364	684	23.2
1959-60	17011	814	20.8
1960-61	17752	607	29.2
1961-62	18043	974	18.7

(In 1960-61, 10 new Junior High Schools were opened).

In the year 1951-52, the ratio is 32.2 and in 1956-57 the pupil teacher ratio is 32.4 and since then it is falling to 18.7 in 1961-62 with the only exception in the year 1960-61 where it is 29.2. This is due to transfer of teachers from the primary schools to Junior High Schools as in the year 1961. 6 boys' and 2 girls' primary schools were upgraded to junior high schools. The number of students in 1960-61 is slightly more than the number of 1959-60 i.e. 741 students increased during the year. The increase in the ratio is due to the decrease in the No. of

teachers. This indicates that the pupil teacher ratio is on decline and enrolment of the children is not encouraging.

Expenditure on Primary Education In Panna District.

The expenditure incurred on Primary Education in Panna District has been steadily increasing. This will be clear from the table given below :-

Table No.5

Table showing the expenditure incurred on the Primary Education in Panna District.(Year-wise)

Year.	Amount of Expenditure.			Remarks.
	Boys.	Girls.	Total.	
1.	2.	3.	4.	5.
	Rs.	Rs.	Rs.	
1951-52	*	*	1,52,550	*Figures not available.
1955-56	2,58,149	18,524	2,76,673	
1956-57	3,54,176	25,356	3,79,532	
1957-58	4,32,390	35,772	4,68,162	
1958-59	4,80,121	54,334	5,34,455	
1959-60	4,86,731	72,757	5,59,481	
1960-61	5,59,391	120,860	6,80,251	
1961-62	--	--	--	-do-

N.B.:- The figures are nearest to the Rupee.

In 1951-52 the total expenditure incurred was Rs.1,52,550/- and in 1960-61 it has risen to Rs.6,80,251/-. In 1961-62 an increase of Rs.5,27,701/- is noticed.

In 1955-56 Rs.2,58,149/- were spent on the primary education of boys while on girls' education Rs.18,524/-. The expenditure on the boys side is double while it is about 6 times on the girls' education in 1960-61. The total

expenditure in 1955-56 was Rs.2,76,673/- and in 1960-61 it rose to Rs.6,80,251/-. The increase is about two and a half times. This shows that the number of students is not increased in proportion to the money spent. The cost of education per pupil per year in Panna district is given below :-

Table No.6

The table showing the cost of Education
Per Pupil Per Year.

<u>Year.</u>	<u>Cost per pupil per year.</u>
1951-52	37.5
1955-56	21.1
1956-57	27.4
1957-58	30.3
1958-59	32.7
1959-60	32.8
1960-61	33.1

The abnormal fall in the year 1955-56 is due to the heavy expenditure on buildings and equipment and less on the salaries of the teachers which was adjusted from other heads.

The cost per pupil can be reduced by increasing the pupil teacher ratio. It is astonishing to note that the average cost per pupil is Rs.33/- per year while the pupil teacher ratio is 18.7 in the year (1961-62). The pupil teacher ratio can be doubled and it may be raised to about 35 thus cost would be reduced to about one half i.e. Rs.16.5 per year. The only way is to

increase the number of enrolment of the children in the schools. There is no question of shortage of teachers or the funds but the problem is that the enrolment of children is not being increased so that the maximum use of the teachers and the funds may be made.

The number of the students belong to Scheduled Castes, Scheduled Tribes and Back-ward Classes is given in the table below :-

Table No.7

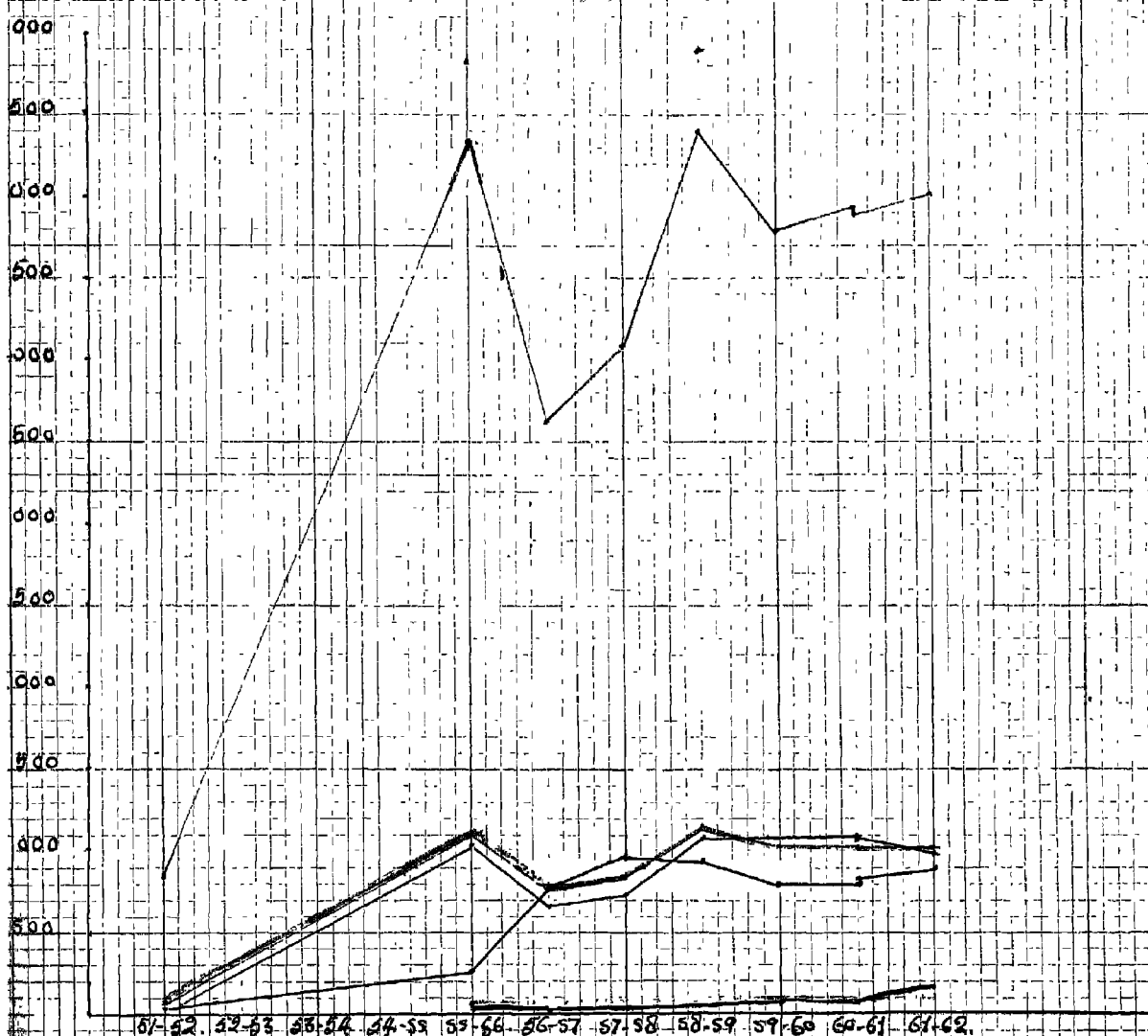
Table showing the No. of students belonging to Schedule Caste, Schedule Tribe and Back-ward Classes in the Primary Schools of Panna District. (Year-wise)

Year	Schedule Caste		Schedule Tribes		Back-ward classes		PERCENTAGE
	Boys	Girls	Boys.	Girls	Boys.	Girls.	PERCENTAGE
(1)	(2)		(3)		(4)		(5)
1951-52	73	-	17	-	835	32	
55-56	1103	51	1065	25	5372	276	
56-57	769	69	697	15	3615	783	
57-58	831	86	721	19	4147	966	
58-59	1129	87	1103	21	5402	951	
59-60	1022	76	1011	74	4816	760	
60-61	1020	81	1082	95	4939	798	
61-62	1024	91	1038	139	5026	895	

The number of students of Backward classes in 1951-52 was 835 and the girls was 32. In 1955-56 the number of boys rose to 5772 and girls 276. This increase is due to the special facilities provided by the Government i.e. free books and cloths to these students. Similarly the number

GRAPH SHOWING THE NO OF STUDENTS BELONGING TO SCHEDULE CASTES, SCHEDULE TRIBES, BACKWARD CLASSES IN PRIMARY SCHOOLS OF PANNA DISTRICT.

YEAR WISE
(1951-52 to 1961-62)



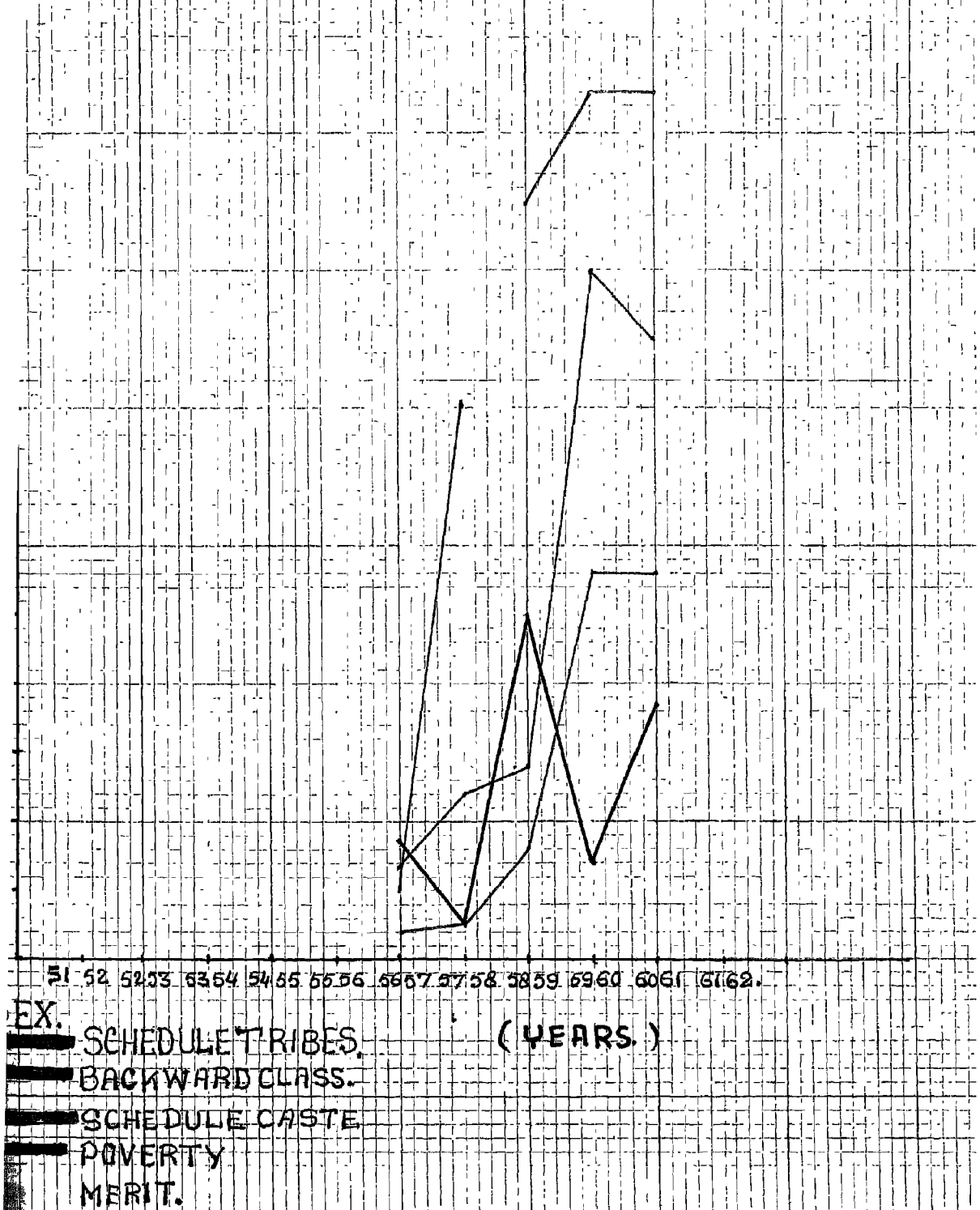
INDEX

(YEARS.)

- Schedule Cast boys.
- " " girls.
- " Trib boys.
- " " girls.
- " Back ward class boys.
- " " " girls.

GRAPH SHOWING THE AMT. OF SCHOLARSHIPS.
AWARDED TO THE PRIMARY SCHOOL STUDENTS-
IN PANNA DISTT.
(YEARWISE.)

1951-52 TO 1961-62.



which the compulsion was enforced and compulsory primary education developed and grew for about eight years in Panna District.

The chief features of V.P. Primary Act of 1932 are summarised below :-

- (1) The Government of Vindhya Pradesh may declare by Notification that the primary education for male or female children or both shall be compulsory in any part of the State of Vindhya Pradesh. The child means a child whose age is not less than six and not more than eleven years.
- (2) The Education Department shall appoint one or more Committees for the purpose of exercising powers and performing the duties of the school attendance committee under this Act.
- (3) Every guardian of the child residing in the compulsory area shall cause every child (of 6 - 11 year age group) to attend a recognised school for primary education unless there be a reasonable excuse for his non-attendance.
- (4) The exemption for non-attendance is granted on the following grounds :-
 - I. That there is no primary school within a distance of one mile from the residence of the child;
 - II. That the child is unfit to attend a school by reason of some bodily defect or deformity and the child is certified by Medical Officer, approved for this purpose.

III. That the child is receiving primary education elsewhere in a satisfactory manner.

- (5) The attendance committees were entrusted with the main work of enforcing compulsion. The school attendance committee after enquiry may pass an order directing the defaulter guardian to cause a child to attend a recognised primary school.
- (6) Any guardian who without reasonable excuse fails to obey the order of School Attendance Committee shall be liable to a fine not exceeding Rs.5/= by the School Attendance Committee. Any guardian if having been fined, continues to disobey the order, shall be liable to a further fine which may extend to rupee one for every month after the date of the first order of fine.
- (7) A person shall be liable to a fine not exceeding Rs.25/= if he employs any child during the prescribed hours of attendance of school if the person is convicted before a Magistrate for the act mentioned above.
- (8) No fee in respect of the Primary Education of the child shall be charged in any school within the area in which a Notification under Section 3 is in force i.e. where the area of compulsion is declared.

- (9) The V.P. Government was empowered to make rules for the purpose of range of instruction in primary schools or in the manner in which the school attendance committee constituted and prescribing the number of its members, the duties, powers and responsibility and for the grant of exemption and for the conditions under which leave of absence from school may be allowed to a child.

The Attendance Committee is mainly responsible for enforcing compulsion. The School Attendance Committee shall be appointed by the Education Department under the Attendance Rules called the Vindhya Pradesh Primary Education Rules, 1953.

Unless the Education Department directs otherwise a Committee shall consist of five members including the Chairman and the Secretary to be nominated by the Education Department.

The Committee shall include -

- 1) Chairman to be nominated among one of the members of the School Attendance Committee.
- 2) Head Master of the Primary School shall be nominated as Secretary of the Committee.
- 3) One official member from amongst Quangoongas or Patwaris, Village Level Workers or other officers connected with the area.
- 4) Two non-official members normally resident of the area.

Chapter IV

Plan - Procedure & Technique Employed.

Following is my the subject of study -

"An Investigation into the Problems of Implementation of Compulsory Primary Education In Panna District".

The following techniques were employed by me in my study.

1. Critical study of office records.
2. Survey Questionnaires to -
 - (a) Head Masters Primary Schools of Compulsory Areas.
 - (b) Presidents Gram Panchayats of Compulsory areas.
3. I. Interview with the Educational Officers.
 - (a) District Inspector of Schools (D.I.S.)
 - (b) Asstt. Inspector of Schools (A.D.I.S.)
 - (c) Social Education Officer.
 - (d) Principals.
- II. Interview with the officers directly or indirectly connected with Education.
 - (a) Block Development Officer (B.D.O.)
 - (b) District Welfare Officer (D.W.O.)
 - (c) District Publicity Officer (D.P.O.)
 - (d) District Gram Panchayat Inspector, Panna.
- III. Interview with the Distinguished personalities;
 - (a) Raja Bahadur Narendra Singh Ji, M.L.A.
 - (b) President Vinchya Pradesh Adim Jati (Scheduled Tribes) Savak Sangh.

(c) Social Worker of Harijan Sevak Sangh
& Bharat Sevak Samaj.

IV. Others. A few qualified and enlightened -

(a) guardians;

(b) one Retired teacher;

(c) one experienced senior Principal Teacher.

4. On the spot study of a few primary schools of compulsory areas.

1. Critical study of the office Records.

To study the development of primary education in the entire district from 1952-53 to 1961-62, I have confined myself to the study of the office records made available to me from the office of the District Inspector of Schools Panna, Office of the District Statistical Officer, Panna, Office of the District Publicity Officer, Panna, and District Welfare Officer, Panna.

To know the present position and the development of primary education in Panna District the study of the office records mentioned was inevitable; the relevant details of which shall be given in the succeeding chapter. This will serve as a back ground for studying the different problems of compulsory areas.

From the above office records also the actual progress and development of Free & Compulsory Primary Education is also studied critically.

Data like the actual No. of schools opened for the last eight or 10 years, the number of children attending the schools, the expenditure incurred can be accurately be collected from the most reliable source

i.e. the District Inspector of Schools. The data like the number of families engaged in agriculture, in house hold industry or industry alone, the distribution of population literacy percentage of the district can be collected from Statistical Office, Panna. The data and evidence regarding the progress of education were collected from the District Publicity Officer. The figure of financial expenditure on scheduled tribes and scheduled castes were collected from District Welfare Officer, Panna. These data were collected from the office records of the offices mentioned above. The data were arranged in tabular forms, graphed and ratio and average was calculated where it was necessary. Finally interpretation and conclusions were drawn.

2. Survey Questionnaires.

(a) Questionnaires to Head Masters Primary Schools of Compulsory Schools.

There are 48 Centres of compulsory education in Panna District. There are 93 Primary Schools in the Compulsory areas. 93 questionnaires were sent to the Head Masters of these primary schools - (one questionnaire to each head master), copy of the questionnaires is given in the Appendix.

(b) Questionnaires to the P residents of Gram Panchayats.

There are 48 Centres where compulsory Education Act is enforced. The Presidents of Gram Panchayats are elected persons and they are respected in village. Their opinions have got weight. Therefore 48 questionnaires

one to each President were sent. The questionnaire is given in the Appendix No.2.

3. Interview.

(1) Interview with the Educational Officers.

The following persons very kindly granted an interview in connection with the implementation of Compulsory Primary Education Scheme.

- (a) District Inspector of Schools, Shri S.P.Kulkarni very generously gave time for 2 hours. I had opportunity to discuss with so many problems of similary other persons very graciously gave time for interviews. The names of these persons interviewed will be given in the subsequent chapter where the findings of interview are discussed. The interview Schedule is given in the Appendix 3.

4. On the spot study.

I visited five primary schools during my study and observed the upto date position and condition of the Compulsory Primacy Schools. This gave the author evidence as an eye witness. He also had an opportunity to discuss the problems of compulsion, with the teachers and guardians and students of scheduled castes and tribes and poor students. This will be discussed in details in the subsequent Chapter.

In the next chapter description of collection of data, analysis and interpretation of results will be given in detail.

CHAPTER V

Chapter V a.

29

~~The term of the Committee shall be for three years.~~

Vindhya Pradesh Primary Education Act is repealed and M.P. Primary Education Act is enforced since 23rd October, 1961 instead, but because the compulsory education in Panna District has grown and developed for about nine years under the V.P. Primary Education Act, hence the chief features of the V.P. Act are described here.

The following statistics were drawn from the critical study of office records of the District Inspector of Schools, Panna, District Statistics office, Panna, District Welfare office, Panna and District Publicity Office, Panna.

The following table shows the number of centres of Compulsory areas, the villages included in and the population served, the number of school going children and their attendance.

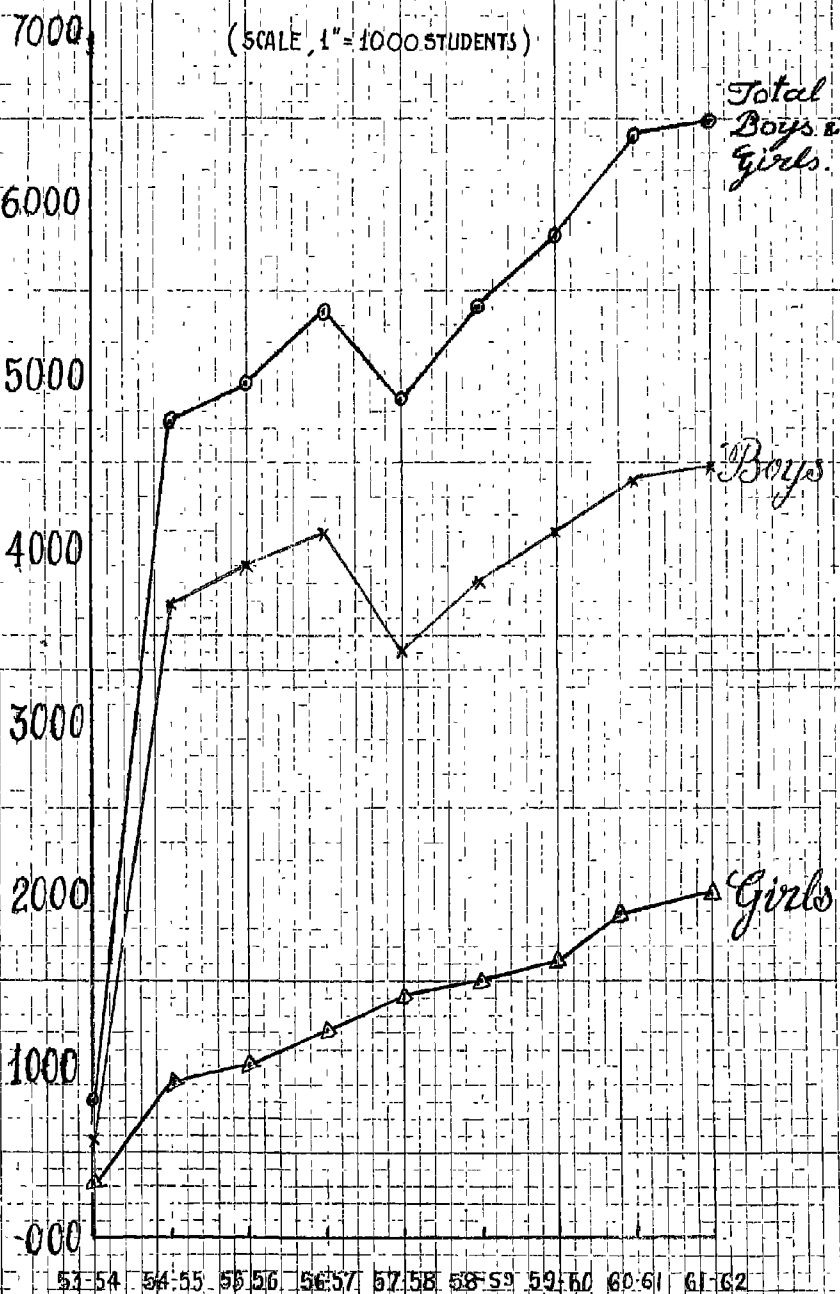
Table No.8

Table regarding compulsory areas in Panna Distt.

Years	Centres	No. of villages included in the area	Total No. of child- ren of school go- ing age.	No. of scho- ols.	No. of children		Teach- ers.
					Boys.	Girls.	
1953-54	3	7	1023	5	584	299	45
54-55	48	112	7358	78	3788	973	179
55-56	48	112	7931	78	3911	1011	182
56-57	48	112	8423	78	4087	1227	191
57-58	48	112	8501	78	*3426	1472	193
58-59	48	112	9132	78	3884	1538	198
59-60	48	112	9192	78	4159	1596	202
60-61	48	112	9345	78	4465	1984	224
61-62	48	136	11122	87	5113	2107	264

Source - D.I.S. office Panna & Statistics office Panna.

GRAPH SHOWING THE NO OF CHILDREN IN THE COMPULSORY PRIMARY SCHOOLS IN PANNA DISTRICT



* The downfall in the number of students is due to the opening of new schools which does not come in the compulsory area. So students leave the school within the compulsory area and join the new school nearer to their homes and hence their number is not included in the compulsory school.

In 1953-54 at first the compulsion was introduced in 3 Centres and numbers of villages included were 7. Compulsory area was an area of one square mile. A child should not have to walk more than a mile to attend a school.

The number of Centres of compulsory education have been the same i.e. 48 from 1954 to 1961 and villages included increased to 136 in January 1962. The students are increasing at a very slow rate. From 1954 to 1962 only 2453 students increased in eight years. The growth has been uniform with a slight decrease in 1957-58. There are two reasons of this decrease which were revealed from the enquiry of office - one that facilities provided to Scheduled Castes and Scheduled Tribes students were stopped on integration of Vindhya Pradesh in Madhya Pradesh in 1956-57. The other reason is that when new schools are opened in the area which is not in compulsory area the students join that school which is nearer to their homes. Thus their attendance in compulsory school is not counted.

The expenditure on compulsory Primary Education is shown in the table given below :-

Table No. 9

<u>Year.</u>	<u>Expenditure</u>	<u>Cost per pupil.</u>
1954-55	F.N.A.	F.N.A.
1955-56	98,942	20.1
1956-57	1,25,504	23.6
1957-58	1,58,003	32.05
1958-59	1,73,718	32.4
1959-60	1,85,594	31.8
1960-61	2,02,412	32.5
1961-62	F.N.A.	F.N.A.

F.N.A. stands for figures not available.

The cost per pupil per year is increasing and the expenditure from 1955-56 to 1961 is increased to more than the double of the amount. Cost per pupil is higher as the pupil teacher ratio is lower which must be raised and consequently the cost per pupil per year can be decreased. This is quite evident from the graph showing the cost per pupil and the pupil teacher ratio.

The following table shows the percentage of attendance of children in compulsory schools.

Table No. 10.

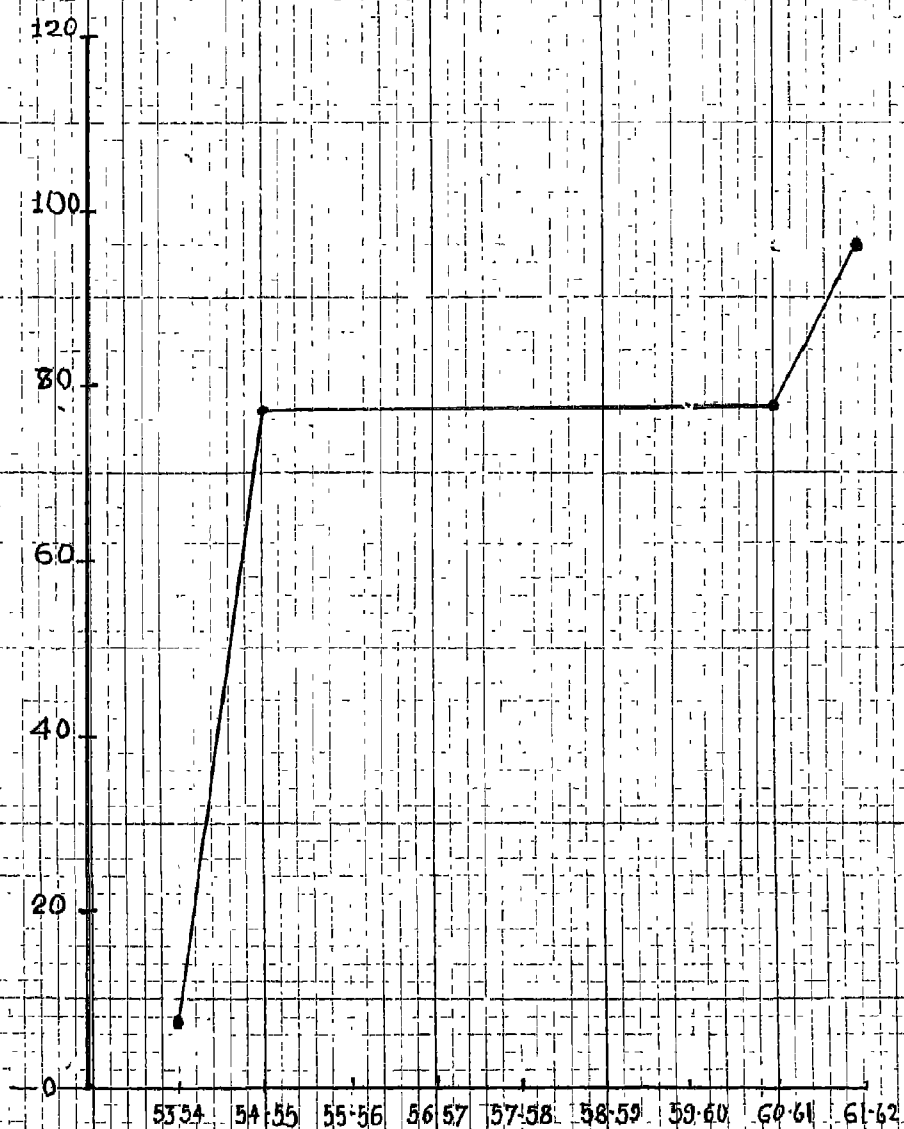
Table showing the No. of students in compulsory primary schools in Panna District (6-11 age-group).

Years.	No. of Centres	No. of Boys.	No. of students in Schools. Girls	Total.	Percentage of child- ren attend- ing.
1.	2.	3.	4.	5.	6.
1953-54	3	564	299	863	83.9
54-55	48	3789	973	4762	60.8
55-56	48	3911	1011	4922	62.1
56-57	48	4087	1227	5314	63.08
57-58	48	3426	1472	4898	57.6
58-59	48	3884	1538	5422	59.2
59-60	48	4158	1586	5744	62.3
60-61	48	4465	1964	6429	68.7
61-62	48	5113	2107	7220	64.9

From this table and the graph showing the number of schools, it is obvious that in the year 1953-54 the percentage of children attending compulsory schools was 83.9. This is very high as there were only 3 centres in the district and that they were at the Tahsil headquarters. In the year 1954-55, 60.8% of the children of 6 - 11 age group were in schools. There is increase upto 1956-57 but in 1957-58 again there is slight decrease due to the reasons mentioned above i.e. stoppage of facilities. The latest figures taken in January 1962, the percentage of children (to the children population) of 6-11 age group in schools is 64.9. This shows that

Graph showing the no of schools in the compulsory primary areas in Panna Dist.

(SCALE, 1" = 20 SCHOOLS)



only in eight years from 1954-1962 only 4.1 % of the attendance in compulsory schools was recorded to be increased. This shows that the growth is not very encouraging.

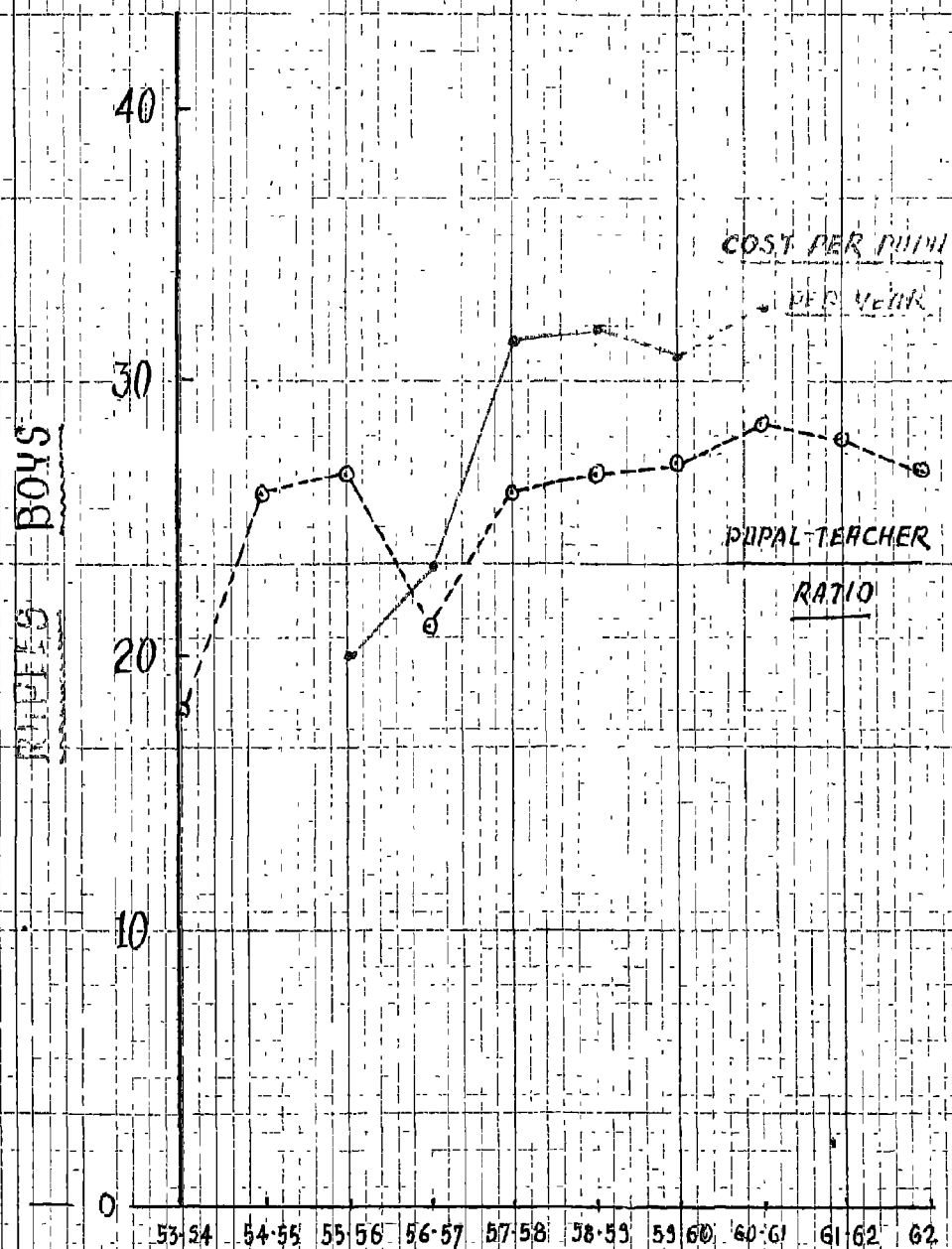
Again if we look at the table given below we see that the pupil teacher ratio is also below 30 in the compulsory schools.

Table No.11

Years.	Total No. of children.	Teachers.	Pupil Teacher Ratio.
1.	2.	3.	4.
1953-54	863	45	18.7
1954-55	4762	179	26.6
1955-56	4922	182	27.1
1956-57	5914	191	21.5
1957-58	4998	195	26.1
1958-59	5422	198	26.3
1959-60	5744	202	27.3
1960-61	6439	224	28.7
1961-62	7220	264	27.4

From the above table and the proceeding graph, we find that in 1953-54, the ratio was 18.7. There is increase in 1954-55 and again declined in 1956-57. This is due to the stoppage of facilities to the Scheduled Tribes & Castes as was disclosed in the study of records. In January 1962, the pupil teacher ratio is 27.4.

GRAPH SHOWING THE PUPIL-TEACHER PER YEAR RATIO AND COST PER PUPIL PER YEAR IN DISTRICT PANNA

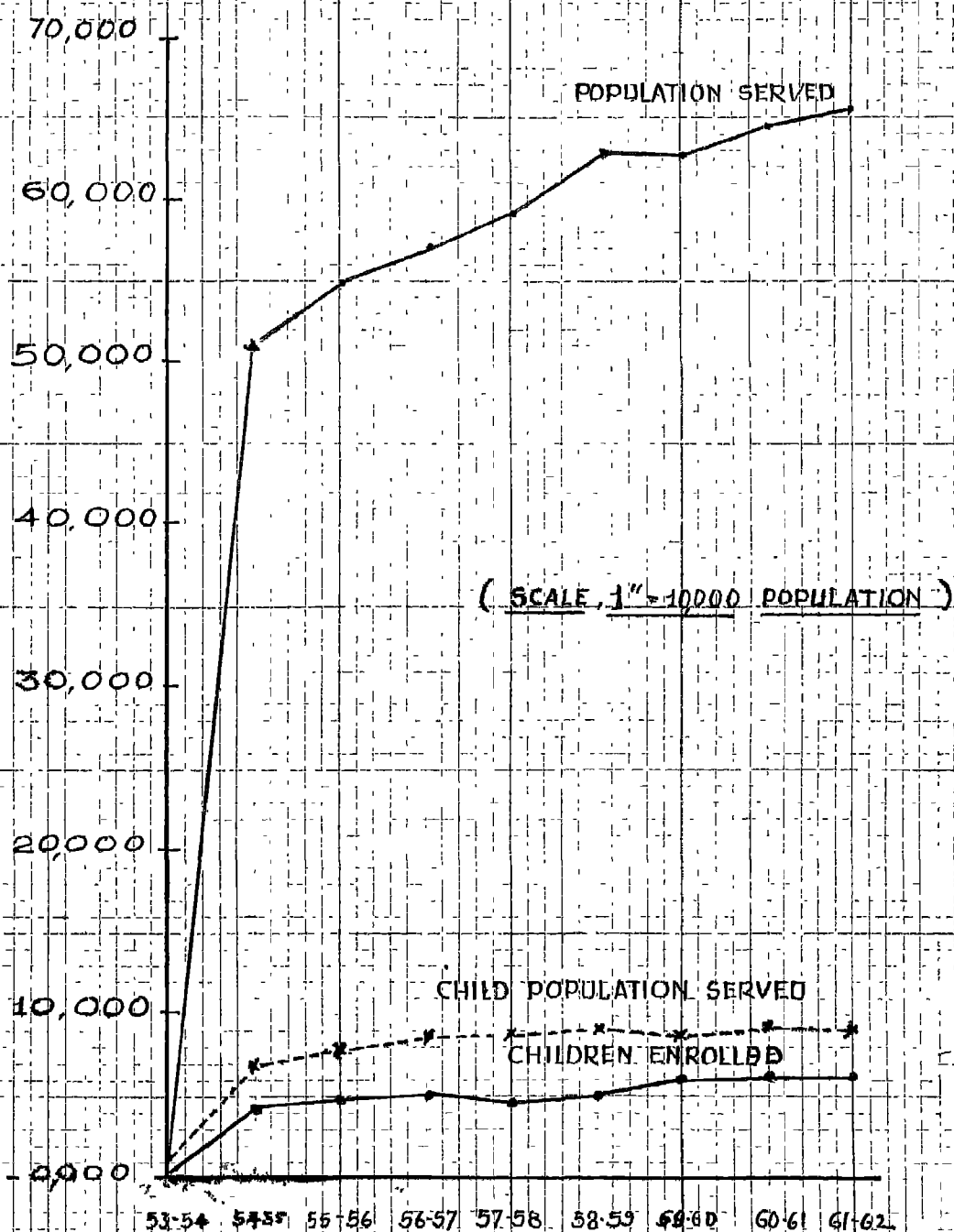


A teacher can well teach 35 students and this ratio of 27.4 (per teacher) shows that the enrolment in the compulsory areas is low and every effort should be made to increase the enrolment to get the maximum benefit.

Now from the whole position we have described above, we get the following facts :-

- 1) The number of compulsory Primary Education areas upto January 1962 in Panna district is 48 and 113 villages are included.
- 2) The total population living in the compulsory areas 74,147. While the population of the whole district is 331,383 that is only 22.4 % of population is covered for compulsion of Education.
- 3) Child population in the age group 6-11 calculated at 19% of the population is 11,122.
- 4) Total number of children who are attending compulsory primary schools is 7220.
- 5) The 64.9 % of the child population in the age group of 6 - 11 are attending Compulsory Primary Schools.

The proceeding graph shows year-wise the population covered by the Act and the population of school going children (i.e. of 6-11 age group).and the number of enrolments of children in the compulsory



schools of the compulsory areas in Panna District.

It is quite evident that the progress of declaring compulsory areas was stationery from the year 1955 to 1961. The graph line of enrolment of children is also going higher very slowly indicating the slow growth of compulsory education in the district.

This confirms the hypothesis that the expenditure on compulsory primary education is increasing more and a number of teachers are appointed every year but the pupil teacher ratio is on decrease as shown in the Table No.11. The cost per pupil is increasing as shown under Table No.10. Only 4.1 % of child attendance in compulsory areas is increased while all efforts were made during the last eight years i.e. from 1954 to 1962. More than 36 % of the child population of age group 6 - 11 are out of schools. Only 22.4 of the total population of the district is covered with compulsory primary education areas. There are problems which hamper the growth and stand in the way of implementing the compulsory education scheme in Panna district and all attempts will be made in the following pages to investigate into these problems.

A P P E N D I X

Showing population and Number of children of school going age and No. of children attending Schools.

S. No.	Name of Compulsory Education Area. (1)	(2)	(3)	(4)	(5)	(6)	No. of children (No. of teachers)		(9)
							of (6-11) age group	boys. Girls	
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	
1.	Parana	(4)	8	12,244	1953	45	921	468	1389
2.	Ajalgarh	(1)	2	3,561	557	20	195	163	358
3.	Mungana	(1)	2	1,702	284	2	133	68	201
4.	Devendranagar	(1)	2	2,556	407	16	189	104	293
5.	Pawai	(1)	2	1,433	284	8	121	76	197
6.	Mahewa	(2)	3	2,350	370	7	93	19	112
7.	Barawa	(3)	1	558	98	2	17	5	22
8.	Paharilthara	(2)	2	1150	165	2	71	5	76
9.	Sildhara	(1)	1	722	101	2	26	8	34
10.	Tawa	(1)	2	700	93	3	30	25	55
11.	Hardua	(2)	2	375	43	4	25	-	25
12.	Gandhinagar	(2)	1	374	46	2	23	2	25
13.	Milthara	(2)	1	874	125	2	29	5	34
14.	Kantana	(4)	1	2000	285	4	92	17	109
15.	Pagra	(3)	1	670	89	3	48	5	53
16.	Tara	(2)	2	819	121	3	42	15	57
17.	Jharlana	(3)	1	580	71	1	26	7	33
18.	Bandhi Kalan	(2)	1	688	91	2	23	18	41
19.	Dwari	(4)	3	1654	227	5	53	24	70
20.	Barbanjara	(4)	1	688	84	2	31	5	36

(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)
21.	Simaria	(3)	1161	169	5	59	43	102
22.	Porana	(4)	534	71	2	33	10	48
23.	Dharmpur	(10)	3368	485	5	74	32	106
24.	Shahpur	(1)	1243	251	10	129	53	182
25.	Bareilly	(1)	1250	171	5	70	43	113
26.	Gaura	(1)	1000	140	1	21	1	22
27.	Intwa	(5)	1510	252	3	63	3	66
28.	Dharmpura	(4)	615	84	1	28	7	35
29.	Gatrepur	(5)	940	127	1	23	7	35
30.	Kothai	(2)	307	42	1	8	1	9
31.	Kumarpur	(5)	1008	141	1	18	6	24
32.	Amerkhail	(5)	668	97	1	21	4	25
33.	Maulanagar	(5)	1000	140	3	61	12	73
34.	Aura	(2)	742	99	2	15	4	17
35.	Gangurha	(2)	1000	140	2	40	6	46
36.	Aburgawan	(1)	334	43	2	24	10	34
37.	Miligawan	(5)	654	113	2	17	4	21
38.	Santa	(2)	1825	168	2	41	13	54
39.	Chikhila	(1)	670	96	1	15	6	19
40.	Ganjeri	(1)	490	53	1	22	16	38
41.	Deori	(1)	490	58	1	18	2	20
42.	Rajpura	(5)	1557	264	6	95	41	156
43.	Milha	(2)	240	68	1	33	7	40
44.	Hismab	(4)	717	99	1	19	2	20

(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	
45.	Tanjali	(5)	1	525	77	1	28	11	39
46.	Jawantpura	(1)	1	1105	200	3	67	42	109
47.	Bashori	(2)	1	897	113	1	22	2	24
48.	Bhatkar	(1)	1	350	50	2	29	3	32
Centres - 48 Total.									
		112	78	61,757	9093	202	3286	1448	4734

N.B. * Population - Figures have been of the Census 1951 (last)

() Figures shown in the bracket in Col. No.2 relates to No. of villages in that area.

For other figures - Source - The Distt. Inspector of Schools, Panna.

Chapter V b. (1)

Analysis and interpretation of the questionnaire returns.

Received from the Head Masters of Compulsory Primary Schools of Compulsory Area of Panna District.

In order to investigate into the problems that are hampering the growth of compulsory primary education in Panna District, questionnaires to the Head Masters of 93 primary schools were issued.

Out of which 60 were received duly filled in. Thus the percentage of returns was 64.5. This percentage of return is quite satisfactory to arrive at the reliable and valid results :-

School Building.

Table No.12

S. No.	Description.	Frequency	Percentage.
(1)	(2)	(3)	(4)
1.	School with Pakki building.	36	53.3%
2.	School with kachhi building.	20	33.3%
3.	School without building.	4	6.67%
<hr/>			
4.	Schools with open ground.	13	21.6%
5.	Schools without ground.	47	88.4%
6.	Schools with a garden.	11	18.33%
7.	Schools without a garden.	49	14.67%

S. No.	Description.	Frequency	Percentage.
(1)	(2)	(3)	(4)
8.	Rental building.	2	3.33%
9.	Government building.	47	78.33%
10.	School building made by Panchayat and Public Cooperation or by Blocks.	7	11.66%
11.	School without building which is either in Varandah or in a Temple.	4	6.66%
12.	Schools with no room i.e. no rooms.	4	6.66%
13.	With one room.	26	43.34%
14.	Schools with 2 rooms.	15	25%
15.	Schools with 3 rooms.	9	15%
16.	Schools with 4 rooms and above.	6	10%

From the above table it is apparent that only 53.3% of the buildings are Pakka buildings and 33.3% are Kachha buildings. 6.67% of the schools are without buildings. These schools meet in private accomodations and often in a varandah. We know 95% of the area is rural. Rural school buildings are Pakka for the name sake, moree of them are very old, ill ventilated and dirty. In most of the returns the teachers have stated that the 60% kachha and 25% pakka buildings leak in the rainy season and due to which it is very difficult to held the classes in that season. 78.4% of the schools have no play grounds

and 82.67% have no gardens. Thus the students are devoid of any such activity as play, games and gardening etc.

It will also be obvious from the table that $43.34 + 25 = 68.34\%$ of the schools are of one and two rooms building which is most insufficient for a school. We can imagine the deplorable conditions of those schools which have no buildings at all. In this respect Shri Dr. Atma Nand Mishra has remarked, "In the matter of buildings and equipment also other services get priority over education which has to be satisfied with out-dated buildings and out-moded equipments. Besides playing a second fiddle to other services in these respects the schools are used as Community Centres, providing medical, postal, recreational and a variety of other services so that education is totally relegated to a secondary importance"

We can not imagine a school without a good building. Students are put - crowded in dark, dingy and filthy rooms. The public have no liking to send boys in these schools which are situated in a verandah or in a cattle shed. This is revealed while interview with the persons interested in education. 12 out of 15 mentioned this fact. They did not appreciate the idea of open air schools rather they told it impossible in Indian conditions at least for 4 months in rainy season. The boys have no charm in these schools. There is no attractive atmosphere for education and storing the material in such schools become a problem to the

teacher. In rainy season the conditions can duly be imagined.

It is interesting to note that two newly constructed buildings in Devendra Nagar Circle are reported that they leak in the rainy season. One of them becomes totally useless in rainy season and the school is held to a near Temple.

From the above, it will be seen that guardians and parents are disinclined to send their children to the school where there is no proper accommodation and no congenial atmosphere for their children. Thus scarcity of school buildings and accommodation crops up as a problem in implementing the Compulsory Primary Education Scheme in the right earnest.

Equipment & Furniture.

Table No.13

S. No.	Description.	Freq- Quency	Percent- age.
(1)	(2)	(3)	(4)
1.	Schools with 1 Black board.	26	43.34%
2.	Schools with 2 Black board.	15	25%
3.	Schools with 3 Black board.	13	21.66%
4.	Schools with 4 & above Black boards.	6	10%

S. No.	Description.	Freq.	Percent- age.
(1)	(2)	(3)	(4)
5.	Schools with 1 Chair + Table	25	43.34%
6.	Schools with 2 Chairs + 2 Tables.	18	30.00%
7.	Schools with 3 Chairs + 3 Tables.	6	10.00%
8.	Schools with 4 Chairs + 4 Tables.	7	11.67%
9.	Schools with 5 Chairs + 5 Tables and above.	3	5.00%
<hr/>			
		<u>No. of Children.</u>	<u>%</u>
10.	Children sitting on the bench.	110	2.75%
11.	Children sitting on the Tat pattis.	2840	70.1%
12.	Children sitting on the ground.	862	27.20%
<hr/>			
Total No. of children into schools reported.		3812.	

Apart from the buildings and furniture, it is also important what arrangement is made for the sitting of the boys. Only 110 i.e. 2.75% of the children sit on benches while 70% on the tat pattis. The tat pattis are only for the name as in the interviews it is revealed that old tat pattis and their pieces are used for several years even for 8-9 years. Rags are also counted in the pattis. The boys put their books and note books on the bare ground. They have to bend too low while writing. The pitiable condition of these children can be imagined who are forced to sit on the bare ground, their number is 862. Now

better things can be expected from these schools which are a place of boredom and repulsion to an on-looker. It is painful to note that the author has seen personally that schools are situated in an old Dharamshala in Bensagar in Panna where 116 students read. Hundreds of travellers stay there. Over and above the open ground of Dharamshala is a place used for Bus Stand where 60 buses come and go within 24 hours which is a danger for the moving children in recess.

The things are unimaginable in these twentieth Century schools which is Dharamshala, a school and a bus stand, simultaneously. The schools goes on with all hubub and he and cry. The children have to clean the verandahs daily because the travellers cook their food and they spit where they like in the night when the school is over.

Table No.14

S. No.	Description.	Frequency	Percentage.
(1)	(2)	(3)	(4)
1.	Maps, Charts and Pictures in schools.	40	66.6%
2.	Teachers diary.	3	5%
3.	(a) Attendance Register Unbound.	47	84.4%
	(b) Attendance Register Bound.	13	21.6%
4.	Clock.	28	46.6%
5.	Bell.	54	90%
6.	Water tank.	12	20%
7.	Library.	4	6.6%
8.	Separate room for teachers.	1	1.65%
9.	Separate room for Head Master.	1	1.65%

The above tables are self explanatory. They show that only 1% of schools have 4 or 5 black boards and 11% have 4 chairs and 4 tables. The importance of maps, charts and diaries and libraries can hardly be emphasised. 66.6 % schools have maps and charts, 53.4% of schools have no clock. It is to be noted that how is it possible to keep up the things of the school. Sense of punctuality can hardly be inculcated in these schools.

The facility for drinking water and storing in a closed tank is supplied only to 20% of the schools.

There are no libraries in primary schools. Only 4 schools have libraries. The reading habit and general knowledge of the boys is increased by libraries' facilities but that has totally been neglected here.

It is regrettable to note that there is no separate room for the Head Master or the staff, what to talk of spare room and store room.

TEACHERSTable No.15

S. No.	Description	Freq- uency.	Peren- tage.
(1)	(2)	(3)	(4)
1.	Male Trained Teachers	90	52.9%
2.	Female Trained Teachers	10	5.88%
3.	Male Untrained Teachers	44	25.88%
4.	Female Untrained Teachers	26	15.8%

1.	Special qualifications with Madhyama.	9	*
2.	Special qualification, Sanskrit.	2	*
3.	Special Craft Trained.	5	*

* They are included in the above percentages.			

It will be seen from the above table that the trained teachers are only 92 out of which only 10 are lady teachers. These days stress is being laid on lady teachers that the primary schools must have more lady teachers. In foreign countries as U.S.A. and U.K. only lady trained teachers are appointed in Primary Schools and they are highly qualified. Their qualification is not less than Trained Graduate. The schools need only trained teachers and no untrained teachers be there in schools but as is evident from the table that only a slightly more than half are trained teachers.

There are only 5 special Craft Teachers. This number is meagre when crafts are being introduced in primary schools. The trained teachers also know, 2 or 3 crafts but they can safely be said as 'Jack of all Trades and Master of None'. In an interview the D.I.O. Panna and B.D.O. Ajaygarh clearly remarked that even the trained teachers are not very conscious to their duties. Late coming and leaving the school earlier is also prevalent in some of the schools. The Social Education Officer, Panna, Shri T.R. Deskar, remarked in the interview, "The primary school teachers suffer from inferiority complex and are not in a position to influence the parents and guardians in attracting more attendance in schools."

(Questionnaire No.16, 17, 18)

On the questionnaires returned it has also revealed the following facts about the teachers of the schools of the villages. There are 120 teachers in the villages from where questionnaires have been returned.

Table No.16

S. No.	Description.	No.
(1)	(2)	(3)
1.	Local Teachers in the Village schools.	15 (12.5%)
2.	Teachers who come from a distance within 5 miles from school.	31
3.	Teachers who go every Saturday and Sunday away from School places.	45
4.	Teachers though non-local but live in the village of the school.	29

S. No.	Description.	No.
(1)	(2)	(3)
1.	Teachers who come from area of urban back ground.	68
2.	Teachers who come from area of rural back ground.	52

3.	Teachers who are always anxious to serve in urban area only.	102
4.	Those who like to serve any where either in village or in urban area.	18

From the above table it is clear that local teachers are only 15 i.e. 12.5% Local Teachers have better influence in inforing compulsion in attendance in compulsory schools by persuasion and understanding. Only 29 teachers and 15 local teachers live all the days in a week in the village, while 45 out of 120 go out of village for Sunday and Saturday and 31 live in school only and they have no contact with the village and guardians of the children. Local teachers should be preferred. Majority of the teachers i.e. 68 out of 120 are of urban back ground. 102 teachers are always anxious to serve in urban area. This is very important factor. The teachers who are forced to live in a village can hardly put their heart and soul in their mission.

The questionnaires returns of No.20, 21 & 22 are not reliable. The Head Masters of Primary Schools are reporting that they always get cooperation from their subordinate teachers. Only 13 have reported that their subordinate teachers do not cooperate with them.

In the interview with Shri Sangram Singh, B.D.O. Ajaygarh, it has been revealed that the teachers are not found very enthusiastic about their teaching work. This fact is also supported by the replies of the following questions.

Reply to question No.21. It is revealed that 65% of the teachers teach by traditional methods and 24% by training methods and 11% are found to be quite disinterested in the teaching profession.

Question No.22. The replies are reported to have mentioned that 42% of the teachers meet the guardians and organise meetings and unite the public, in the functions of the schools. While 58% did not get cooperation of the villagers nor they are interested in the school functions and meetings.

This fact is also supported by replies of the Presidents of the Gram Panchayats where they have reported that they are not invited to school meetings and functions but 32% have reported that they are some times invited in meetings and functions of the

schools. But it is not reported that these meetings were organised with an aim to increase attendance and enrolment of the children in schools.

Thus it is referred to from the above that most of the teachers do not do their duties sincerely. They do not take interest in teaching by modern activity methods. They do not cherish the idea of serving in remote villages. They do not have any initiative and originality. This clearly indicates that teachers are not at all enthusiastic about their profession and this unwholesome attitude of theirs tells upon the efficiency of the schools.

Unit (N.C.E.R.T.)

Acc. No.

Date

Economic Problem.

By analysis of the questions replied, it is revealed that 85% of the children are of poor families and 11% of the children are of mediocre families and only 4% of the children are of well to do families.

12.5% of the children reading in the schools have no book and reading and writing materials at all and about 9.5 % of the children have no clothes to cover their bodies.

This is of course a deplorable condition. The children without books either try to while away the time or cause disturbance in the class, moreover those children which have no clothes generally suffer from inferiority complex and are reluctant to attend school regularly and ultimately cause indiscipline in schools. Books and clothes should be provided to poor students by the Government.

Social Problem.

51% of the headmasters reported that the pupils do not observe untouchability but 38% have reported that the students sit with the untouchables due to the fear of the teachers, while 11% of the children do not like to sit with the untouchables. This is very important factor which played a great role causing low enrolment. The Harijans and other scheduled caste students leave schools due to this discrimination. This fact is also supported in the interview with Shri G.P.Nayak, the retired Primary School Teacher.

Due to this discrimination the school does not attract other scheduled caste students and consequently enrolment of these classes does not increase. Efforts should be made to change this attitude and the rural community leaders should be explained to eradicate the system of untouchability from their hearts. Though penal legislation has also played a good part to eradicate untouchability, but the old villagers are dogmatic. This view was also supported by Shri Raja Narendra Singh, M.L.A. of Panna District that in rural area people should be made to understand not to observe untouchability and the scheduled caste boys and girls should be encouraged to be enrolled in the schools. Mahatma Gandhi was the first man to call these untouchables - the Harijan. He was a great lover of them. We should follow his example if we want to implement this scheme in toto.

In rural areas I personally met with the guardians of scheduled caste students and they complained that their wards were ill-treated by the caste-hindu students and they were rather dissentient to pay with them and sit with them.

This attitude was not liked by the guardians and they affirmed that if such state of affairs continues they will not send their wards to schools. This discrimination is not prevalent in urban area which is 5% of the whole.

Co-Education.

42 questionnaires reported that the village people

do not object to co-education upto 5th class while 8 reported that people have objection to it. 7 reported that the villagers of these places do not cherish the idea of educating their girls while 3 did not reply this question. The idea of not educating the girls is due to their illiteracy. They are confined to their old stereotyped beliefs and in these democratic times they cannot be called to be conclusive to the healthy growth and development of the individual.

Administrative Problem.

Inspection & Supervision.

Table No.17

Sl. No.	Description.	Frequency.	Percentage.
1.	2.	3.	4.
1.	Schools inspected once a year.	35	58.33
2.	Schools inspected twice a year by A.D.I. or D.I.S. and any other officer as D.C. etc.	16	26.66
3.	Schools which are not inspected even once a year.	9	15.00
4.	No. of school to which after inspection advice is given by the A.D.I.	14	23.33
2.	After inspection advice is given after a very long time.	34	56.66
3.	No. advice or guidance given by A.D., I.S. or Inspecting officer at all.	12	20

From the table it is seen that 15% of the schools remain uninspected every year, and 26.6% of the schools are inspected twice a year. 58.33% schools are inspected once a year. No advice is given after the inspection to 20% of the schools at all. Advice and guidance was given by the inspecting staff after inspection to 23.33% of schools. Advice and guidance after a very long time mars the very purpose of inspection. The nature of work of inspecting officers becomes the work of checkers only and advisory duties are totally neglected by them. 12 replies reported that no advice after inspection is sent even after 6 months. While interview with the A.D.I.G. 4 out of seven reported that 40% of the schools in remote villages have no communication and it is very difficult to inspect all schools even once a year. In the rainy season it is almost impossible to reach 17% of the schools. This difficulty is genuine and inspection and supervision becomes slack in rainy season for such schools. This is also revealed during interview that the schools on the road side are inspected and supervised more frequently and those schools in interior places are neglected in supervision. Thus we find that there is no thorough check of teachers' work. During interview it was revealed that the ADIG of Schools have little or no direct control on the attendance committees and they find no time to stay in villages to call for meetings and enrol the children. 70% of the Gram Panchayats Presidents reported in their replies of questionnaires that they were never called by the A.D.I.G. in connection with the meetings organised

for increasing enrolments.

Enrolment & Enforcement of Compulsion in Compulsory Areas.

In the compulsory areas what steps were taken to enforce compulsion and what steps were taken for increasing the enrolment of the children will be shown by the following table.

Table No. 12

S.No.	Description	Frequency	Percentage.
1.	2.	3.	4.
1.	Legal action was taken against the guardians.	5	8.3
2.	Influence was exerted by the respectable persons on the guardians to send their children to schools.	14	23.33
3.	Meetings organised for increasing enrolment.	15	25
4.	Other measures e.g. imposing of fines etc.	Nil	Nil.
5.	No. of replies that they did not get cooperation of the villagers in organising meetings etc.	26	43.34

The enforcement of compulsion implies some 'compulsion' unless and until some compulsion is introduced better results can not be expected. The above table clearly indicates that the policy of the Government in enforcement has been not rigidly enforced by the officials. Legal action was taken against only 8.3% of the cases. Mostly the attendance committees organised meetings and influence of

respectable persons was exerted for increasing enrolment. While 26 Headmasters reported that they do not get cooperation of the villagers in organising the meetings.

The replies from Gram Panchayat Presidents also support this inactivity on the part of the officials and attendance committees that the policy of the Government for the enforcement is not right.

All the replies received from Gram Panchayats reported that no fines were imposed. No legal action was taken against any defaulter guardian for not sending his ward to the school only except passing attendance orders in 5 cases, but without results and no further action was taken against them.

Facilities to Teachers working in Advansi areas.

All the 60 replies indicated that the teachers who are in the hilly area and in the remote villages where advasis are in majority - get no special allowance nor they get any residential quarters. They all reported that no other facilities, to the teachers of the area, have been provided.

It has been discussed in the foregoing pages that 85% of the teachers do not like to serve in the remote villages and they live there un-interested in their work. No better results can be expected from them unless some special facilities are provided to them looking to their inconveniences in such areas.

It is because of this reason that the attendance in these areas is very poor.

Adult Education.

All 60 replies have mentioned that no teacher teach the adults in their spare time without allowances.

Load of other work to Teachers.

The teachers have to take up census work, Election work, Social Functions and other local community works, whenever required as described below :-

1. Census work.	21%
2. Social Work.	29%
3. Community work.	32%
4. Other works.	28%

The teachers have to work as described above without extra remuneration. This they do it as a compulsion and they do not show enthusiasm in the work though this work entrusted to them is of national importance. The teachers are expected to sacrifice and they should do it honestly. The teachers have expressed their unwillingness to do all such work with no remuneration.

Vacations & Timings of the Schools.

The replies of the questionnaires received are grouped in the following table :-

Table No. 12

S.No.	Description	Frequ- ency.	Percent- age.
(1)	(2)	(3)	(4)

1. Rain-y Season

(a) Vacation -

15th July to 15th Septr. 16 26.66

(b) No vacation in rainy season. 44 73.34

Timing

(i) 7 A.M. to 11 A.M. 24 40

(ii) 10.30 to 3.30 P.M. 36 60

2. Winter Season.Vacation.

(a) Dasohra Diwali or at crop cutting time for 21 days. 42 70

(b) 15 days only at crop cutting. 18 30

Timing

(i) 8 A.M. to 12 P.M. 20 33.33

(ii) 10.30 to 3.30 P.M. 40 66.67

3. Summer SeasonVacation.

(a) 1st May to 30th June. 56 91.66

(b) 15th May to 15th July. 5 8.33

Timing

7 A.M. to 11 A.M. 57 95

No reply received. 3 5

From the above table it is clear that in rainy and winter season and summer more than 70% are of opinion that the timings of school and vacations should remain as usual i.e. as are prevalent these days i.e. vacation should be given from 1st May to 30th June and fasli holidays for 21 days every year. The timing of school in winter and rainy season should be 10.30 A.M. to 3.30 P.M. and 7 A.M. to 11 A.M. in summer season. But 26.6% expressed that in rainy season vacation should be given from 15th July to 15th September. Though it is a low percentage but this can not be ignored. There are schools which have kachcha buildings and they leak badly and due to this teachers can not hold classes for the whole day and the same are generally left after the attendance is taken. Therefore in such schools (i.e. 26.6% schools) vacations in summer should be stopped and it should be given in Rainy Season i.e. from 15th July to 15th September every year. 18% have expressed that 15 days vacation should be given at the time of crop cutting according to the needs.

40% have expressed that timing of the school should be from 7 A.M. to 11 A.M. in rainy season. 33% have expressed that in winter the time of the schools should be from 8 A.M. to 12 P.M. They reported that all the year round there should be morning schools. This is also a good idea. In

this arrangement the children will be engaged in school only in the morning time and after the mid-day they will be free to help their guardians. Thus more children will be spared from the work by their guardians and enrolment in schools will increase.

Curriculum. (Questionnaire No.37& 38)

The following table shows how far the curriculum is useful according to the needs of the community.

Table No. 20.

S. No.	Description.	Frequency.	Percentage.
(1)	(2)	(3)	(4)
1.	Curriculum is useful for community.	16	26.66
2.	Partially useful.	42	70.00
3.	Useless for the community.	2	3.33

From the above table it is evident that 70% teachers are of the opinion that the curriculum is partially useful to the community in which the school is situated. It is inferred that the curriculum should be changed according to the needs of the rural population which is 95% in the area.

78% teachers suggested that the villagers realise that their wards will leave the work done at

home e.g. agriculture or the work of cottage industry done at home.

Necessary changes should be incorporated in the curriculum and crafts should be introduced in schools so that the children may learn what their guardian do at home and thus they can prove themselves helpful to them. The questionnaires replied by the Gram Panchayats, 55% have reported that curriculum should be changed according to the needs of the rural community. They express their fears that the students leave the village when they are educated and they hate manual work. Shri Raja Bahadur Narendra Singh, M.L.A. in the interview suggested that crafts like gardening and spinning & weaving and clay work should be introduced and the students ^{should} acquire proficiency in these crafts. Work of agriculture can be done on the fields of the villagers, spinning and elementary weaving at the house of the weavers and clay work at the house of potters at least 3 days per week for 1½ hours per day. Thus it will not entail extra expenditure at the very beginning.

As a result of the interview with Shri Swami Prasad Arjaria, President of Vinodhya Pradesh Adim Jati Sevak Sangh. He has 12 years' experience and who is still a Teacher in Arvind Sadhanalaya in Panna, reported his practical experiences about craft work in schools.

He told the needs of stressing social and cultural activities in schools and introduction of

crafts in schools. He was of the opinion that craft work in school is showy and village laugh at it. They have no sympathy towards such craft work which they think is a wastage of time and money. In this respect Khan Bahadur S.D. Contractor at the All India Educational Conference, 1933 said in his opening speech:

"Manual Training should find its true place in our educational system not as a new instrument of education in rivalry with the old but as a part of a rounded and coherent system of mental discipline designed to make them helpful to each other."

Thus the curriculum does not fulfil the needs of the village community and changes should be made there, such as introduction of local crafts. Social and cultural activities for the uplift of the villages should be stressed. This will have a very good effect on the minds of the guardians and enrolment will be increased in schools.

Analysis of questionnaires issued to the Presidents of Gram Panchayats in Compulsory Education Areas of Panna District.

The presidents of Gram Panchayats are elected persons. They are respected in villages. Their opinion has got weight. They are above the average man of the village in experience. 48 questionnaires were sent to the Presidents of Gram Panchayats as there are 48 Compulsory Centres. 25 questionnaire-returns were received out of 48 i.e. 52.1%. This percentage is above fifty percent and hence replies are reliable.

Economic Problem.

Children of poor families do not attend school due to following reasons. The replies received in this connection grouped in the following table.

Table No.21

S. No.	Description.	No. of Children	Percentage.
(1)	(2)	(3)	(4)
1.	Children engaged in labour work.	322	5.4
2.	Children engaged in agriculture work.	405	6.6
3.	Children engaged in grazing the cattle.	669	11.1
4.	Children do not attend due to other reasons such as looking to the young ones at home or careless of the guardians.	201	3.2

The population of school going age children residing in these Gram Panchayat areas is 6018. From the table it is seen that 26.3% of the children do not attend schools due to reasons described in the table. The minimum number of children 669 remain engaged in grazing cattle i.e. 11.1%. These children either graze their own cattle or the cattle of the zamindar or any other person on payment of a meagre sum.

5.4% are engaged in labour work either of their guardians or earning by labour outside. The guardians being poor can not afford to spare their wards and employ more labourers in their stead or to supplement their income by other means.

6.6% children are engaged in agriculture work and their guardians can not spare them also due to their meagre income. This is a grave situation. 26.3% i.e. more than one fourth of the child-population remains outside school and they do not attend school due to the poor economic condition of the guardians.

Untouchability.

Only 9 Presidents reported that 216 children do not go to school due to observing untouchability.

Out of 25 questionnaires received, 12 reported that discrimination to scheduled castes is found some times in the villages and schools but 11 reported that untouchability is never observed in their area

while two reported that it is observed at few places. Thus it is seen that village people are still confined to old beliefs. 56% of the children do not like to mix and play with scheduled caste children.

Efforts to increase enrolment.
Attendance Committees & Enforcement of Compulsion.

The replies of the question No.13, 14, 15, 16 and 24 are represented as follows :-

Table No.22

Q. No. (1)	Description. (2)	Not replied. (3)	Percen- tage. (4)
1.	Meetings are organised.	10	40
2.	Posters are posted.	3	12
3.	Neither of the two is done.	12	48
1.	No. of the persons who were fined.	Nil.	
2.	Attendance orders were passed.	12	-

Q.No.16. 21 Presidents replied nil, because no fines were imposed on any person hence its effect can not be known while 4 did not reply this question.

From the above table it is obvious that in 48% schools no efforts are made to enrol the students. Only meetings are organised casually to increase the attendance.

Again it is evident that the enforcement of compulsion is ignored. No fines were imposed on any defaulter guardian. Only attendance orders were passed in 12 cases. Only due to the above factors it is evident that the policy of introducing Compulsion has not been rigid so far.

Facilities to the poor parents.

Replies regarding question No.18.

	<u>No. of replies.</u>
1. Scholarships to be paid to to the poor students.	18
2. Free books and slates.	21
3. Dress to the children.	16
4. Mid-day meals to the children.	11.

18 Presidents reported that unless and until facilities are provided to the poor families, it is not possible to enforce compulsion and enrol all the children into the schools. Due to the poverty the guardians can not afford to spare their ward to send them to school and they are not in a position to employ more labourers in their place. Poor parents also send their children to earn and supplement their income. Hence all the 25 Gram Panchayat Presidents reported that without financial help all these poor students can not be enrolled.

In interview with Shri L.P. Shrivastava, Principal Basic Training College, formerly Superintendent - Education, Panna State for 12 years supported that if Compulsory Education Scheme is to be enforced in toto, it is impossible to enrol those ill-clad, half naked, ill-fed poor children to children and if at all any how or other, they are enrolled, they will not stay in school for long, they will soon leave the school and can not pull on without any financial aid.

21 Presidents reported, free books and slates and clothes should be provided to those who can not afford and 11 reported that mid-day meals to all the children. Wholesome food should be supplied so that it may also have healthy effect on children. To supply mid-day meals is a very complicated problem and in these days of financial crisis the Government or the - guardians can not provide for mid-day meals. Panchayats and donors can help in this respect to a great extent.

Timing of the Schools and Vacations (Q.No.18,19 & 20)

Presidents of Gram Panchayat opined that schools should be held for short duration i.e. for 3-4 hours instead of five at present. They suggested timing 7 to 10 A.M. in the summer and 11-2 in the day in winter and 10-2 in the day in rainy. Other 10 Presidents replied differently.

For vacations 14 out of 25 replied that they should be arranged in the time of crop cutting near about Diwali and Summer Vacation should from 15th May to 30th July. 15 days leave should be kept reserved for the rainy season. Other 11 replied differently.

Curriculum (Q.No.22 & 23)

18 Presidents out of 25 opined that the curriculum is partially useful to the community of the locality in which the schools are situated. 4 opined that the curriculum is useful while 3 replied that the curriculum is not at all useful.

The Presidents to the other question i.e. change in curriculum, 11 out of 25 are of opinion that subjects like agriculture and gardening, wood work, ethics and Religious education should be included in the curriculum. While 14 did not reply this question.

Attendance Committees.

16 Presidents out of 25 reported that there are attendance committees for the name sake they are doing nothing and they never utilise their powers. 4 replied that new committees should be formed and meetings should be frequently held. 5 remained silent on this question. The attendance committees are behaving with neutrality with the guardians. Total 26 attendance orders were passed but to no results. The defaulters were never fined.

This shows the attendance committees are not functioning on the right lines. Attendance officers should be appointed by the Government and Panchayats should take more responsibility in, introducing compulsion. Compulsion can only force indifferent guardians.

(C.No.26 & 27) Inspection & Supervision of Schools.

18 Presidents of Gram Panchayats i.e. 72 % reported that the A.D.I.S. never called them on their visits nor they ever discussed any thing about Educational matters. 4 reported that the A.D.I.S. met with them and organised meeting 2 times a year for functions in the school.

19 Gram Panchayats Presidents report they never tried to commence or organise meetings and call the Head masters and A.D.I.S. from their own accord. This shows the indifference of the Presidents of Gram Panchayats also. Only 3 reported they organised meetings and were invited 3 times a year in the functions and meetings of the schools. Other 3 remained silent on these questions.

Chapter V C (i)

Interview with the A.D.I.S.

The author had prepared an interview schedule for the A.D.I.S. which is given in the Appendix.

A. D.I.S. were interviewed during the course of study. The following are the findings which are summarily described below :-

The author had an interview with Five A.D.I.S. out of 7 Inspectors(Asstt.)

Inspection of Schools.

It was revealed during the interview that from 1955 to 1958-59 there were only 3 A.D.I.S. in Panna District. At present there are 7. One A.D.I.S. inspects average 68 schools per year. One A.D.I.S. inspected the minimum No. i.e. 30 schools a year while the maximum No. of schools visited by an A.D.I. was 73.

The A.D.I.S. inspects every school once a year. They all report that 40% of schools are in remote villages. No means of communication to reach the villages available. It is also supported by all the A.D.I.S. that 19% of the Schools are out of reach in rainy season.

Thus the inspection during the rainy season becomes very slack and during the other months due to non-availability of communication all the schools are not inspected by the A.D.I.S. and no thorough check to teachers' work is possible

by A.D.I.S.

3 A.D.I.S. reported that they meet the villagers organise the meetings whenever they find that there is a festival or function in School. 2 reported that they find it difficult to give one day for inspection and one day for contact with the villagers. It is difficult to meet the villagers and arrange meetings and inspect the school the same day. Much of the time is wasted in catching the buses as the A.D.I.S. had to wait for catching the buses enroute. One A.D.I.S. suggested that Motor Cycles should be provided to the A.D.I.S. for speedy and thorough check and effective supervision and village schools should be connected by roads.

Suggestions by the A.D.I.S. to the Head Masters after inspecting the school.

4 OUT OF FIVE TOLD THAT IMMEDIATELY GIVE suggestions and inspection report to the Head Masters concerned. While 46 teachers reported in their questionnaires returns that inspection advice and report is followed after a very long time and 12 reported that they did not get Inspection Report even after 6 months.

All the A.D.I.S. report that the teachers react favourably with their advice and suggestions. All the A.D.I.S. were of the opinion that 75 % of the school teachers do not ~~xxxxx~~ take up their work very sincerely. They teach by the traditional

methods and they think that there is no duty for them outside the school. The teachers of interior villages try to get themselves transferred to the places on the road side.

47% of the teachers are found to be going to school late while they close the school earlier of the scheduled time.

3 A.D.I. opined that in remote areas and in the areas where the adivasis are in majority, special facilities should be provided to teachers..
Administrative difficulties.

A.D.I.S. have no powers to transfer a teacher or to suspend him. They have also no direct control on the budget. They have to depend on their superior officer for all reforms or developments what they suggest and the things get delayed due to red tapism.

One A.D.I. declined to answer this question.

Cooperation of villagers.

4 A.D.I.S. are of opinion that the villagers do not cooperate with them. They never like to take responsibilities of any kind. 1 A.D.I.S. suggested that Gram Panchayat should be persuaded to take more interest in schools development and enrolment of children.

Suggestions by the A.D.I.S. for effective implementation of compulsory Primary Education Scheme and Universal enrolment.

The compulsion can be enforced but it is not practicable to those poor persons who live from hand to mouth. The economic condition of the 70% of the population is so bad that inspite of all willingness on the part of the guardians they can not afford to spare their children to send them to school and hence following measures should be adopted for effective and successful implementation of the scheme.

(1) 3 A.D.I.S. suggested that poor boys and girls should be given scholarship about 4 to 5 Rupees a month. Free books and Slates should also be provided to them by the Government.

(2) 2 A.D.I.S. are of the opinion that Ashrams should be opened for educating all scheduled castes and tribes children. In these Ashrams free lodging and boarding facilities should be provided to them and a small sum of money about 5/- p.m. should be given to their parents as a help. This will attract a large number of these communities to send their children to schools.

Two A.D.I.S. were of the opinion that though it will entail a large sum of money, for this as suggested above but in the near future there is no alternative. The financial aid must come forth either from the Govt. or from the Panchayat.

4 A.D.I.s. opined that Mukhiyas of the village, community leaders such as Pandits and upper class caste Hindus and Jamindars should be persuaded to open their hearts and wipe out untouchability. They should be explained that they should help in educating the trodden low class people without which true uplift can not be achieved.

Causes for low enrolment.

All the five A.D.I.s. opined that percentage of low attendance of the children in school is due to the following reasons :-

- (1) Illiteracy of the people.
- (2) Social discrimination to scheduled tribes and castes in the remote villages.
- (3) Extreme poverty of the guardians.

Curriculum.

2 out of five stressed the need of change in curriculum while three stressed the need of introduction of crafts.

Vacations and Timings of Schools.

4 A.D.I.s. are of the opinion that there should be no change in timing and vacations of the school while one suggested 15 days leave during the rainy season to those schools which have Kachha buildings. In these schools summer vacations may be curtailed for 15 days.

Chapter V C (11)

The opinions, suggestions and replies to the questions by the interview^es are also described in detail at the relevant places in the previous pages. It need not be repeated here but the gist of the interview is given below :-

1. Shri Raja Bahadur Narendra Singh, M.L.A.

He is interested in the development of Education. He very kindly expressed his views during the interview.

Regarding Q.No.7, he was of the opinion to introduce crafts in the school, Gardening, Clay work, and spinning. These crafts should be taught with the help of the local craftsmen. The children should be encouraged to take up the traditional manual work of home. They should not hat manual work after their education is over. He opined that the 80 % of the population of the district is very poor and the poor people can not afford to send their children. He suggested that financial help should be given to Harijans and Adivasis.

2. Dr. Hari Ram Mishra.

He proposed the appointment of Attendance Officer to enforce compulsion. He also opined that teachers are reluctant to serve in the remote villages. They should keep an exemplary ideal in the

villages to work as selfless worker. He regretted that enthusiastic teachers are in a very small number. Again in reply to difficulties coming in the way of introducing compulsion, he told that illiteracy and economic backwardness of the masses stand in the way of the implementing the scheme.

3. Shri L.P. Shrivastava.

On the point of discussion to Q.No.9, he was of the opinion that discrimination is still found in the villages towards scheduled caste and tribes. He also opined that school buildings worth the name are found in the district. ^{If} any building is suitable to accommodate a school - is a wrong notion. Those buildings which are made only for schools can be suitable. Old damaged dirty buildings are about 60 % in the district.

4. Shri S.P.Kulkarni (D.I. Panna).

In reply to Q.No.6, he was of the opinion that most of the teachers do not like to live in the remote villages, because there are no facilities to them as are provided in the towns.

In reply to Q.No.7, and 8 he replied that lady teachers are less in number in the district and they do not like to go to villages. If couple-teachers (husband & wife) are appointed, this difficulties may be overcome.

For enrolment of children and increasing attendance he opined that school mothers may be appointed in big villages. He pointed out that if the wife of the Teacher is also appointed as the school mother, it will be serving two purposes, viz. It will increase the income of the couple-teachers and there will be cooperation between them in work and the enrolment of girls will be increased.

5. Shri S.H.Dekar.

He opined that right type of teachers are not found in villages. They do not keep examples of selfless service in the villages.

6. Shri Mangram Singh opined that teachers do not organise meetings with a view to increase attendance, but they only organise functions and festivals in the schools.

7. Shri J.P. Sharma.

He told that school buildings are inadequate and new buildings must be provided. Local cooperation must be sought and Gram Panchayats should be encouraged to help in this respect. Attendance committees are playing no part.

8. Shri H.C.Khare -(Publicity Officer Distt.Panna).

He told that propaganda and publicity by the teachers is not done in the villages. The scheme of compulsory education has not been popularised by personal contacts with the villagers by the teachers and A.D.I.C. in compulsory areas. In this way, the public will know the importance of the scheme.

8. Shri R.R. Deyar (Distt. Welfare Officer)

Among many other things we discussed, we confined our interview. Only on the points on the question no. 11. How scheduled caste and tribes students are being discriminated in the primary schools. How all the children can be brought to schools for education? His version ~~for education~~ more reliable as he is directly connected with these castes and tribes. He told that discrimination is found still in the rural areas.

He replied on further query that community leaders in the rural areas should be explained and ~~per~~ persuaded to mix w th the untouchables.

The reason of less number of enrolment of children of these classes is that the help in form of the scholarship is meagre, it should be increased. Scheduled Caste and Tribe people are illiterate and ignorant.

9. Shri R.R. Mishra, (Statistical Officer).

He was questioned about the building and enrolment of the children. He replied that statistics of population of the village and population of school going age i.e. 6-11 age group is not taken by the teachers every year. The numbers are given by estimates and approximation.

Buildings of schools need be newly constructed.

10. ..P. Nayak - Retired Teacher.

The relevant replies are described in analysis of questionnaires.

12. Shri Jyoti Prasad Arjaria -

His replies of interview schedule are given in the analysis of the questionnaires. One thing he remarkably told that basic crats in the schools are not being done on proper lines.

13. Shri Kashi Prasad Khara .

He told the reasons of hampered growth of compulsory education that the inspectorial staff is very inefficient to check the teachers who leave the school without information, thus education suffers and villagers complain.

14. Shri K.N.Nagaria.

He is organiser community Centre Devendranagar. He replied that adult education is not being given to villagers and guardians and they are illiterate and ignorant about their rights and duties. This is also an impediment for the growth of compulsory education. Among other things he told that there is no arrangement for the finance of mid-day meals and adequate buildings of the schools.

Chapter V d.

On the Spot Study.

The author observed the things on the spot of the places mentioned above. The main observations are summarised below:-

1. In Devendra Nagar the author found that the School building for the girls is insufficient. 3 rooms are not sufficient. One building is newly half constructed and lying without in that state for the last 3 years.

The boys' school is held in the Temple. Things can be imagined of the schools of the temple. This is only a make shift arrangement.

The teacher also complained that the students can not be accommodated. The inspection of the schools at Devendra Nagar is held at least thrice a year it is on the road and 15 miles from the Headquarters of the D.I.S.

Benisagar School - Panna.

This has been described in the Chapter of analysis under the Head School Building in detail.

9. Sahnagar.

The village is remote from Panna. The buildings are totally inadequate for Primary Classes.

The teachers try to get themselves transferred to urban area. The scheduled castes and tribes do not send their children to school. The children work at home with their parents. The parents complain that they do not see any good for their wards to educate because the children leave work and hate manual work at home. There are no quarters for teachers and lady teachers, the lady teachers find handicapped there. This village is 112 miles away from Panna.

4. Janak Pur.

The school is held in a temple. There is no good building available for school there even on rent.

This ^{is} only 3 miles away from Panna. It is inspected 3 times in a year.

5. Dalpura.

The building is totally inadequate. The climate of this place is most injurious to health for those who are outsiders. The teachers complain that they fall ill every two months. The Attendance Committee is conscious here. But the members told that people are so poor that they can not afford to arrange even bare feed for their children.

The author personally enquired with the guardians they told that our children graze cattle and get meal once a day and in return. Parents live from hand to mouth. It is impossible for them to arrange for their clothes and books. The accommodation for the girls is only 3 rooms for 121 girls. The rooms are very very small. The teachers of the Centre i.e. other schools which are in Jamunia and Jamun Dandi, are so hopeless that one can imagine to find the conditions prevalent in those villages. The author has observed himself that not a single house in Jamun Dandi was fit for dwelling. The school was held outside the village on a very wretched place.

The teachers feel themselves as they are in "forced to live in prison". They^o are the words of the teachers not of the author.

Chapter VI

SUMMARY AND CONCLUSIONS.

Chapter I.

Education is the back bone of democracy for the success of which every individual must receive a certain minimum of education. We want that there should be no illiterate in our country and for this a scheme of Compulsory Primary Education has been launched by the Government. One important question induced me to take up this study that when the Government is taking so much of pains to educate all the children between age-group of 6 - 11 years, why considerable progress is not visible.

Problem.

An investigation into the problems of implementation of compulsory primary education scheme in Panna district.

The literacy percentage of the whole district is 17.0% while only 3% of the females are illiterate. The Scheduled castes and tribes comprise one third of the total population of the district. The total of the distt. is 231,382 and 95% of the population live in the rural area.

Tentative Hypothesis.

(1) Scarcity of School Buildings.

The building accommodation is inadequate and most of the buildings are kachcha.

(2) Lack of Trained enthusiastic teachers.

Most of the teachers come from the urban areas. They do not cherish the idea of serving in the remote villages.

(3) Economic Draw-back.

The villagers are extremely poor. They work day and night, their children also work with them to supplement the income so the guardians do not like to send them to school.

(4) Social Draw-back.

The villagers do not like to educate their girls, they are too much dogmatic about untouchability and stick to old belief.

(5) Faulty Curriculum of the Primary Schools.

The curriculum does not fulfil the needs of the rural community.

(6) Administrative Difficulties.

(a) The policy of introducing Compulsory Primary Education Scheme may not be carried out rigidly.

(b) There may not be thorough check by the inspectorial staff.

(7) Specific Problems of Adivasia.

(a) Utter ignorance.

(b) Illiteracy.

(c) Poverty.

Chapter I.

Previous work done.

Mr A.K.Chatterjee under took the following problem. "Progress of Compulsory Primary Education in Rewa District".

He dealt with the following items :-

- (1) Location of School.
- (2) School building.
- (3) Economic backwardness of the people.
- (4) Social problem.
- (5) Migration and wastage.
- (6) Syllabus.
- (7) School hours and vacations.
- (8) Improvement of school attendance.
- (9) Supervision of schools.

Other allied studies are those e.g. -

(a) Mason's report under the title "Village Schools in India in 1926.

(b) Mr K.G.Sajidien and Shri J.P.Naik.

My work differs from the above in respect of the field of study. My field of study is Panna District. Mr.Chatterjee has dealt with the Progress of Compulsory Primary Education in Rewa Distt. but my problem is "An Investigation into the Problems of implementation of Compulsory Primary Education Scheme in PANNA DISTRICT."

Chapter III.

Primary Education in Panna District.

The comparative study of the Compulsory Education Scheme in the Panna District will help to assess the compulsion introduced, problems hindering its growth etc.

In the year 1951-52, No. of the schools of boys were 123 and 11 of girls. These were increased to 312 and 23 respectively. The increase in the boys' schools is about 2.5 times while the girls' schools is about two times. In 1951-52, the No. of students enrolled was 4305 i.e. only 17.8% of the population of children. The increase of the percentage in the year 1961 became 43.87%. The number of boys rose to four times and the number of girls nine times. Public interest is being marked in this respect. But the number of girls in schools is still 1/3 of the number of boys.

Regarding the number of teachers, trained teachers increased from 84 to 353 and untrained from 331 to 352. 18.9% of the teachers were trained in 1956-57 and total 38.6% upto 1961-62. Still the training programme was very slow. The pupil teacher ratio during the period has all along been falling. In the year 1951-52 it was 32.2 and 1961-62 decreased to 29.2 due to increase of boys in the schools.

The expenditure incurred on Primary Education in Panna District has been steadily increasing. In 1955-56 Rs. 2,98,143/- on the boys and Rs. 18,524/- on girls were spent. Total expenditure rose to Rs. 6,80,251/- by the year 1961. This increase is about 2 and a half times.

The cost of education per pupil was quite unsatisfactory. The average cost per pupil is Rs. 37/- per year while the pupil teacher ratio is 19.71 in the year 1961-62. Main problem was the enrolment of the children which was to be increased.

The number of students belong to Scheduled Castes/Tribes and Back ward Classes has been increasing due to special facilities provided by the Government. No of girls enrolled was below 100. 91 out of 4415 from Scheduled castes and 139 out of 3204 from Scheduled Tribes were found enrolled in the schools.

Chapter IV.

Plan & Technique of Investigation.

The following techniques were employed by the author in the study.

1. Critical study of the office records of D.I.S. Panna, Distt. Statistical Office, District Publicity Office and Distt. Welfare Office, Panna.
2. Survey Questionnaires work issued (1) Head Masters of Primary Schools of Compulsory Areas (2) Presidents Gram Panchayats of Compulsory Areas.

3.(1) Interview with the following officers :-

- (a) District Inspector of Schools.
- (b) Asstt. Inspector of Schools.
- (c) Social Education Officer.
- (d) Principals of Basic Training Colleges.

(2) Interview with the officers directly or indirectly connected with Education -

- (a) B.D.O.
- (b) District Publicity Officer.
- (c) District Welfare Officer.
- (d) Distt. Gram Panchayat Inspector, Panna.

(3) Interview with the Distinguished personalities -

- (a) Raja Bahadur Narendra Singh, M.L.A.
- (b) President Vindhya Pradesh Adia Jati
(Scheduled Tribes) Govak Singh.
- (c) Social Worker of Harijan Govak Singh and
Sharat Govak Sarraj.

(4) A few qualified and enlightened guardians of the students, one retired teacher and one experienced senior Principal Teacher.

4. On the spot study of a few primary schools of Compulsory Areas, Discussion of the problems of compulsion, with the teachers, guardians, and students of scheduled castes, tribes and poor students were undertaken in this section.

Chapter V (a)

Compulsory Primary Education in Panna District.

Regarding the Compulsory Areas, the compulsion was introduced in 3 Centres and numbers of villages included were 7 - area was of one square mile. Number

of Centres at the same i.e. 48 from 1954- to 1961 and will get included increased to 136 in January 1962.

Expenditure on Compulsory Primary Education from 1954- to 1961 is increased to more than the double of the amount. Cost per pupil is higher as the pupil teacher ratio is lower which must be raised.

In 1954-55 the percentage of children attending compulsory schools was 83.9. The latest figures taken in January 1962, the percentage of 6-11 age groups is 64.9. In eight years 4.1% of the attendance increased as such the growth is not very encouraging.

The pupil teacher ratio is also below 30 in the Compulsory Schools.

From the whole position we get the following facts :-

- (1) Compulsory areas upto January 1962 is 48 and 113 villages included.
- (2) Total population 74,147, 22.4% of the total population.
- (3) Child population of 6-11 age group is 15% of the total child population.
- (4) No. of children attending compulsory primary schools is 7220.

The Progress of declaring compulsory primary education in compulsory areas was stationary from the 1954- to 1961. It has been explained by graph line. Thus only 22.4 of the total population of the distt. is covered with compulsory primary education areas.

Chapter V (b) (1)

Analysis and interpretation of questionnaire returns :-

Questionnaires were sent to the Head Masters of 37 Primary Schools, situated in the Compulsory Areas of Panna District.

61 questionnaire returns were received back. The percentage of returns was 64.5. This percentage of returns is quite satisfactory to arrive at the reliable and valid results.

The findings of analysis and interpretations are given as below :-

School Buildings.

57% of the school buildings are pucca ones and 43% are kachcha buildings. The pucca buildings as reported, are poor for the same sake. Many of them are very old and dirty. The teachers have also reported that 25% of the pucca buildings and 60% of the kachcha buildings leak in the rainy season and it becomes very difficult to hold classes in that season. 78.4% of the schools have no play ground and 82.67% have no gardens. It will also be obvious from the returns that 69.34 % of the schools have one or two rooms and this accommodation is most insufficient.

Teachers also report that 6.67% of the schools i.e. four schools out of sixty are without buildings and they are held in Verandah, Temples or open places. This scarcity of school building and accommodation crops up as a problem in implementing the compulsory Primary Education scheme.

Equipment, Furniture.

Apart from the building, equipment and furniture is also not upto the mark. There are 'Mat Pattis' for most of the children while 27% of the students sit on bare ground. 96.2 boys sit on the ground and this is a large number which is not provided with the minimum seating arrangement.

There are no wall charts and maps in the classes in the 34% of the schools. 11% of the schools have even four tables and four chairs while the rest have insufficient furniture. 53% of the schools have no clocks. It is to be noted that how is it possible to keep up the time of the school. Sense of punctuality can hardly be inculcated in these schools. Only four schools have libraries. Reading habit and general knowledge of the boys is increased by the libraries but this has been neglected here.

Teachers.

There are 100 trained teachers in the Compulsory Areas out of which 10 are lady teachers. There are 6

Special Craft Teachers. There are trained teachers only slightly more than half. There is insufficient no. of trained teachers.

Local teachers in the school ..	15%
Others	85%
Teachers with urban background ..	52%
Teachers who want to serve in urban areas only.	... 85%-

Teachers are reluctant to serve in remote villages but they are forced to live there. They can, therefore, hardly put their heart and souls in their work. (O.No.20, 21 & 22).

21% teachers report that they never get cooperation from their subordinates.

65% of the trained teachers teach by traditional methods. What is the use of their training if they teach by their old traditional methods.

42% of the teachers reported that they sometimes arrange meetings to enrol students while others do not.

It is inferred that most of the teachers are not sincere in their duties they do not use modern activity methods in teaching. They have no initiative and originality. This unsavoury attitude of theirs tells upon the efficiency of the Schools.

Economic Problem.

85% of the children are from poor families, 11% from mediocre families and only 4% are from well to do families. 72.5% children do not have books and other materials. 9.5% of the children have no cloths to cover their bodies.

Social Problem.

The feeling of untouchability is not completely wiped off from the minds of the villagers. The harijan and other scheduled caste students develop a sort of hatred for school because of this discrimination. Thus the enrolment is not increased.

Co-Education.

Most of the villagers are not in favour of educating the girls with the boys.

Administrative Problem.

15% of the schools are not inspected even once a year. This ^{is} very bad. Timely advice is not given to the teachers by the inspectorial staff. 40% of the schools in remote villagers have no proper communication. 17% of the school are inaccessible in rainy season. A.D.I.S. of Schools have little or no direct control over the attendance committees. Most of the A.D.I.S. do not contact the Presidents of the Gram Panchayats.

Enrolment of Students and Enforcement of Compulsion in Compulsory Areas.

The policy of the Government in enforcement has not been rigidly enforced by the officials. The Head Master: do not get the cooperation of the villagers in organising the meetings.

Facilities to Teachers working in Adivasi Areas.

Little or no facilities are provided to the teachers working in the adivasi areas.

Adult Education.

No teacher is willing to teach the adults in their spare time without allowance.

Load of other work to Teachers.

Teachers have to take the additional work in addition to their regular duties e.g. Census work, Election work, Social functions and other local community works. The teachers do not get any extra remuneration for this works.

Vacations and Timings of the School.

Vacation should be given from 1st May to 30th June and Pausi holidays for 21 days every year. The timing of the school in winter and rainy season should be 10-30

A.M. to 3-30 P.M. and summer season from 7 to 11 A.M.

26.6% have expressed that rainy season vacation should be given from 15th July to 15th September.

Curriculum.

Curriculum is only partially useful. It should be changed according to the needs of the rural community.

CHAPTER VII.

The following general conclusions are arrived at as a result of the study. The items detailed below in the form of sub-heads are actual problems (obstacles) that come in the way of implementing Compulsory Primary Education Scheme in Panna District.

General Conclusion with suggestions, strength and limitation, and suggestions for future works.

School Buildings.

Scarcity of school buildings and lack of accommodation crop up as a problem in implementing the Compulsory Primary Education Scheme effectively.

Equipment & Furniture. vis. Tat Pattis, Maps Charts, Library books etc.

Apart from the school buildings, equipment and furniture is also not upto the mark. Schools should be made well-equipped with necessary material and furniture.

Teachers.

The number of trained teachers is very slightly above 50%. This percentage is most discouraging. Teachers at the very out set, are reluctant to go and serve in the remote villages and further they are not provided with proper facilities. Most of the teachers teach with the help of old traditional methods. They do not show interest and enthusiasm in their work.

The Government should make it binding on all teachers to be trained as soon as possible. Teachers serving in the remote villages must be provided with ample facilities so that they may take pleasure in their work. Teachers should develop study habits so that they may show initiative and originality in their work. Teachers are the so called 'Nation Builders' and therefore, they should justify this nomenclature.

Economic Problems.

85% of the children are from poor families. Out of which 72.5% do not have books and other materials.

The Government should take it as its duty to grant scholarships, supply books and other materials and dress to these poor students so that they can smoothly prosecute their study. Mid-day meals should also be provided to these students.

Social Problems.

The villagers are orthodox and conservative in their ideas and beliefs. They still keep the Harijans at an arm's length. Our Indian Constitution has already abolished untouchability and therefore, the villagers must be taught to live and work like brothers irrespective of their caste, colour and creed.

Administrative Problems.

15% of the schools are not inspected even once a year. Timely advice is not given to the teachers by the Inspectorial Staff.

40% of the schools in remote villages have no proper communications. 17% of the schools are inaccessible in rainy season.

A.D.I. of Schools have little or no direct control over the attendance committees.

Every school must be inspected atleast twice a year. Remote villages must be linked with main roads.

Vacation.

25.6% of villagers have expressed that rainy season vacation should be given from 15th July to 15th September instead of summer vacations.

Curriculum.

Curriculum is only partially useful and it should be changed according to the need of the rural community.

Strength and limitations.

The author had his own limitations in regard to paucity of time but he has spared no pains to bring out this piece of work, the results and findings of which are reliable and valid. This fact is supported ably with the help of different techniques that were used by the author. Only these Conclusions have been arrived at that are corroborated by the Head Masters, the Senior teachers, A.D.I.S., other education, Social officers, and the Presidents of the Gram Panchayats.

Suggestions for future work.

- (1) Works of the similar nature can be undertaken in other districts also.
- (2) "The achievements and Failures of the Scheme of Compulsory Primary Education" can very well be taken up as a topic for further research work.
- (3) Special studies for "Curriculum Crafts" "Harijan & Scheduled Tribes Ashrams" and special schools for the handicapped can also be undertaken by others interested in this field.

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QUESTIONNAIRES FOR THE INTERVIEW WITH THE A.D.I.S OF PANNA DISTRICT

Your Name

CIRCLE

- 1 Give the Nos of the villages that come in the compulsory area under you
- 2 Give the Nos. of the schools that you are required to inspect.
- 3 How many schools did you inspect in the year

1955	1956	1957	1958	1959	1960	1961
------	------	------	------	------	------	------
- 4 How many times do you inspect each school per year
- 5 Mention your own difficulties in inspecting the schools of the remote villages .Give No. of schools also.
- 6 What the suggestions that you give after inspection to the Head masters of Primary schools.
How do they react with your suggestions.
 - i. Favourably
 - ii. Disinclined
 - iii. Do not pay any heed.
 - iv. Any thing
- 7 How do you get their co-operation
- 8 What in your opinion are the problems that you face in implementing the compulsory primary education scheme in your area ?
Regarding the following
 - i Administrative
 - ii Co-operation of Gram Panchayats, (Harijans Adiwasis), Scheduled Castes, tribes and backward classes Mukheyas of Villages, Community leaders.

Do you ever contact the president of the Gram Panchayat or 6
Punchs or Sar Punchs. of Nayay Panchayat in connection with the
local problems of the schools.

- 1 Yes / always
- 2 Some times
- 3 Never
- 4 They are not interested.

Do you get the co-operation of the villagers when you call for a
meeting in the school

State why the per centage of entrollement is low ?

- 1 Adult illiteracy
- 2 Social discrimination ,
- 3 Poverty of the guardians.

State problems due to which the girls cannot take the advantage of
compulsory education.

Do you like any change in the existing timings of the schools

Do you propose any change in the times of long vacations ?

What is your opinion about the present curriculum of Primary
schools ?

Have you to propose any improvement in the curriculum. Give your
suggestions to make effective and practicable .

In which months the attendance is very low. What are the reasons
of such low attendance.

Suggest remedies.

Is there any attendance committee in each compulsory area under
you ?

How many schools are there which are not accessible in rainy

XXXXXX

- 19 What suggestions will you make to make the committee more effective
- 20 How many schools are there which are not accessible in rainy seasons.
- 21 Do you feel any necessity of enhance administrative powers so that your inspection and supervision will be more effective
- 22 Have you get any administrative control over the attendance committees of the compulsory areas.
- 23 Give suggestions to remove the difficulties to implement compulsory primary education scheme in Perma difficulty.

SIGNATURE

Interview Schedule.Appendix No. 4.

- (1) What are the problems that are faced while implementing the Scheme of Compulsory Primary Education.
- (2) How Buildings for primary schools can be provided.
- (3) What do you think about open air schools? Is it possible to work in open air schools all the year round?
- (4) Suggest how Cooperation of villagers, village panchayats can be sought to provide to schools building equipment and land for playground and agriculture.
- (5) How compulsory act can be enforced? What measures will you suggest to enforce it rigidly?
- (6) How teachers can be attracted to live and serve in villages and in the area of the remote villages. What measures will you suggest?
- (7) How lady teachers can be attracted to be appointed in the villages?
- (8) What work can you suggest to take from the wife of the teacher in ensuring the attendance of girls in Primary Schools? (School Mothers).
- (9) How in the villages, in your opinion the curriculum of the village school is helpful for the village life? Give your suggestions.
- (10) How funds can be made available to improve the conditions of the rural schools. How local help can be best available.

What is the condition of school buildings.

(11) How scheduled caste and scheduled students can be all enrolled to schools. What facilities do you suggest to be provided to them. ?

(12) What administrative difficulties do you find that stand in the way of growth of compulsory Education.

THE MADHYA PRADESH PRIMARY EDUCATION ACT
1961

(Received the assent of the Governor on the 3rd October 1961; assent first published in the "Madhya Pradesh Gazette" on the 13th October 1961)

Be it enacted by the Madhya Pradesh Legislature in the Twelfth Year of the Republic of India as follows:-

PART I
Preliminary

1 (1) This Act may be called the Madhya Pradesh Primary Education Act 1961 Short title
extent and
commencement

(2) It extends to the whole of the State of Madhya Pradesh except the Scheduled Areas therein.

(3) It shall come into force on such date as the State Government may, by notification appoint.

2 In this Act, unless the context otherwise requires, - Definitions

(a) "academic year" means the year beginning on such date as the State Government may, by notification, specify in respect of any specified area or for approved schools generally or any approved school or class of approved schools in particular ;

(b) "approved school" means any school in any specified area imparting primary education which -

(i) is under the management of the State Government or a local authority ; or

(ii) being under any other management, is recognised by the State Government as an approved school for the purpose of this Act ;

(c) "attendance authority" means any person appointed to be an attendance authority under section 5 or section XI ;

(d) "to attend an approved school" means to be present for instruction at an approved school on so many days in a year and at such time or times on each one of those days as may be fixed by the prescribed authority ;

- (e) "Child" means a boy or girl within such age group, not being less than six or more than fourteen, as the State Government may in each case specify for the purposes of this Act with respect to any specified area ;
- (f) "local area" means the area within the jurisdiction of a local authority ;
- (g) "parent" in relation to any child, includes a guardian and every person who has the actual custody of the child
- (h) "primary education" means education of such pattern and up to such class or standard as may be notified by the State Government from time to time ;
- (i) "region" means the Mahateshal region, the Madhya Bharat region, the Vindhya Pradesh region, the Bhopal region or the Bironj region ;
- (j) "special school" means any institution which imparts such primary education as in the opinion of the State Government is suitable for children suffering from any physical or mental defect ;
- (k) "Scheduled area" means any area declared to be scheduled area within the State of Madhya Pradesh under paragraph 6 of the Fifth Schedule to the Constitution of India ;
- (l) "specified area" means any area in which primary education is declared to be compulsory under section 4 or section 9 .

PART II

Responsibility of State Government for imparting free and compulsory primary education in certain regions.

Application of the part 3 This part shall apply to -

(i) the regions in which immediately before the coming into force of this Act, primary education was provided for directly by the State Government ;

(ii) such other regions or part thereof as the State Government may, by notification, extend the provisions thereof.

Primary education to be compulsory in certain areas 4 (1) The state Government may, by order direct that with effect from the first day of the next academic year

primary education shall compulsory for children of either sex or both sexes within such age groups and up to such class or standard and ordinarily resident in such area within any region or part thereof to which this applies, as may be specified in the order .

(2) Every order under sub-section (1) shall -

(a) be published in the official Gazette and in such other manner as the State Government may decide ;

(b) be so made as to ensure that there is an interval of not less than one hundred and twenty days (or such other interval as the State Government may, by notification, direct between the date of the publication of the order in the official Gazette and the first day of the next academic year,

5 (1) The State Government may, Appointment
of attendance
authorities
and their
powers
and duties .
appoint as many persons as it thinks fit to be attendance authorities for the purposes of this Act, and may also appoint as many persons as it considers necessary to assist the attendance authorities in the discharge of their education

(2) It shall be the duty of the attendance authority to cause to be prepared as early as possible after the publication of the order under section 1 and in such manner as may be prescribed a list of children ordinarily resident in any specified area and such lists shall also be prepared annually in every specified area at such time and in such manner as may be prescribed.

(3) In the exercise of any of the powers conferred by or under this Act, the attendance authority or any person appointed to assist

may put such question to any parent or require any parent to furnish such information, and every such parent shall be assist or he consider necessary, and every such parent shall be bound to answer such questions or to furnish such information, as the case may be, to the best of his knowledge or belief.

6 It shall be the duty of the attendance authority to notify the parent of every child to whom the order under section 4 applies that he is under an obligation to cause the child to attend an approved school with effect from the beginning of the next academic year.

PART III

Of responsibility of local authorities for imparting free and compulsory primary education

7 Unless the State Government, by notification, otherwise directs nothing contained in this part shall apply to the regions or part thereof to which Part II applies

Provisions contained in this part not to apply in certain cases

8 (1) Where, under any enactment for the time being in force governing any local authority, it is an obligatory duty of the local authority to impart primary education, every such local authority shall provide for compulsory primary education for children ordinarily resident within its jurisdiction, and for this purpose, it shall, from time to time, submit to the State Government such proposals in the form of a scheme as it may

Scheme for primary education

think fit providing for such compulsory primary education in the whole or any part of the area within its jurisdiction for children of such ages and upto such class or standard as it may decide.

(2) Notwithstanding anything contained in sub-section (1), the State Government may, at any time, call upon a local authority to submit to it, within such time as may be specified a scheme for compulsory primary education in such area within the jurisdiction of the local authority for children ordinarily resident therein and of such ages and upto such class or standard, as the State Government may specify,

(3) The scheme submitted under sub-section (1) or sub-section (2) shall be in such form as the State Government may specify and shall amongst others contain the following particulars :-

(a) the area in which the primary education shall be compulsory ;

(b) the approximate number of children to whom the scheme will apply, classified according to age and mother tongue ;

(c) a list of existing approved schools and the schools, if any, proposed to be opened for the purpose, classified by languages in which instruction is given or is proposed to be given ;

(d) the number of teachers already employed and the additional staff proposed to be

recruited ;

(e) the recurring and non-recurring cost of the scheme ; and

(f) such other particulars as may be prescribed.

(4) The State Government may, after making such enquiry as it may consider necessary, sanction with or without modifications, the scheme submitted by the local authority under sub-section (1) or sub-section (2) .

Primary education to be compulsory in areas covered by scheme.

9 (1) On receipt of sanction under sub-section (4) of section 8 of the local authority shall give effect to the scheme so sanctioned by means of a declaration that with effect from the first day of the next academic year primary education shall be compulsory in any area specified in the declaration for children ordinarily resident in that area and within such age group and up to such class or standard as may be specified in the declaration.

(2) Every declaration under sub-section (1) shall -

(a) be published in the official Gazette and in such other manner as the local authority may decide ;

(b) be so made as to ensure that there is an interval of not less than one hundred and twenty days or such other interval as the State Government may, by notification, direct between

th date of publication of the declaration and the first day of the next academic year.

Duty of local authority to prepare lists of children.

10 It shall be the duty of the local authority to cause to be prepared as early as possible after the publication of declaration under section 9 and in such manner as may be prescribed, a list of children ordinarily resident in any specified area, and the local authority shall cause the list to be revised at such intervals as may be prescribed.

Attendance authorities.

11 (1) The local authority may appoint as many persons as it thinks fit to be attendance authorities for the purposes of this Act, and may also appoint as many persons as it considers necessary to assist the attendance authorities in the discharge of their duties.

(2) In exercise of the powers conferred by or under this Act, the attendance authority or any person appointed to assist the attendance authority may put such questions to any parent or require any parent to furnish such information, about his child as it or he considers necessary, and every such parent shall be bound to answer such questions or to furnish such information, as the case may be to the best of his knowledge or belief.

12. It shall be the duty of the attendance authority to notify the parent of every child to whom the declaration under section 9 applies that he is under an obligation to cause the child to attend an approved school with effect from the beginning of the next academic year.

Attend-
ance author-
ity to
notify parent
of his
obligation
towards his
child

13 (1) If any local authority when called upon to submit a scheme under sub-section (2) of section 8 fails to do, or after a scheme has been sanctioned under sub-section () of section 8 fails to give effect to a scheme as so sanctioned, whether wholly or in part, the State Government may, after making such enquiry as it may consider necessary and after giving an opportunity to the local authority to be heard in the matter, appoint any person to prepare the scheme to give effect to it, as the case may be, and may direct that such part of the expenses as the State Government may determine shall be defrayed out of the funds belonging to the local authority.

Failure of local authority to prepare or implement scheme.

(2) Where any such direction as is referred to in sub-section (1) is issued, any person who has for the time being the custody of any moneys on behalf of the local authority, either as a banker or in any other capacity, shall, notwithstanding anything contained in any law for the time being in force, be bound to comply with such direction

14 The State Government shall, in respect of every scheme sanctioned under sub-section 8 or prepared under sub-section (1) of section 13, bear such part of the recurring or non-recurring cost of the scheme as it may from time to time determine.

Grants-in-aid

Of attending approved school and other
auxiliary matters

15 It shall be the duty of the
parent of every child ordinarily resident
in a specified area to cause the child to
attend an approved school unless there be
a reasonable excuse for his non-attendance
within the meaning of section 16 .

Responsibility
of parent to
cause his child
to attend
school

16 For the purposes of this Act,
any of the following circumstances shall
be deemed to be a reasonable excuse for
the non-attendance of a child at an
approved school, -

Reasonable
excuse for
non-attend-
ance.

(a) that there is no approved
school within the prescribed distance from
his residence ;

(b) that the child is receiving
instruction in some other manner which is
declared to be satisfactory by the State
Government or by an officer authorised by
it in this behalf ;

(c) that the child has already
completed primary education upto the class or
standard specified in the order under section
4 or in the declaration under section 9 ;

(d) that the child suffers
from a physical or mental defect which
prevents him from attendance ;

(e) that there is any other
compelling circumstance which prevents the
child from attending school provided the same

is certified as such by the attendance authority ; . 19

(f) such other circumstance as may be prescribed.

Special school for physically or mentally deficient children.

17. If there is in existence a special school within the prescribed distance from the residence of a child who is suffering from a physical or mental defect, the attendance authority may, if it is satisfied that the child is not receiving any instruction in some other manner considered by it to be satisfactory, by order, require the child to attend the special school; and it shall be the duty of the parent of such child to attend-the to cause the child to attend the special school unless there be a reasonable excuse for the non-attendance of the child within the meaning of clause(e) of section 16.

Special provision for part-time education in certain cases.

18 (1) If the attendance authority is satisfied that a child, due to economic or other circumstances connected with the family to which the child belongs, is unable to attend an approved school in the manner required by or under this Act, it may by order and subject to such conditions if any, as it may think fit to impose permit the child to attend any approved school established as a part time institution or in which primary education is imparted on a part time basis.

(2) Any parent who causes a child in respect of whom an order under sub-section(1) has been made to attend an approved school in

Attendance
orders

the manner specified in the order shall be deemed to have complied with the provisions of this Act.

19 (1) Whenever the attendance authority has reason to believe that the parent of a child has failed to cause the child to attend an approved school and that there is no reasonable excuse for the non-attendance of the child within the meaning of section 16, it shall hold an inquiry in the prescribed manner.

(2) If as a result of the inquiry the attendance authority is satisfied that the child is liable to attend an approved school under this Act and that there is no reasonable excuse for his non attendance within the meaning of section 16, it shall pass an attendance order in the prescribed form directing the parent to cause the child to attend the approved school with effect from the date specified in the order.

(3) An attendance order passed against a parent in respect of his child under this section shall, subject to the provisions of sub-section (6), remain in force for so long as this Act continues to apply to the child.

(4) If any parent against whom an attendance order has been passed in respect of his child under sub-section (2) transfers the custody of the child to another person during the period in which the attendance order is in force, such parent shall be bound to immediately inform the attendance

authority in writing of such transfer.

21

(5) Where an attendance order has been passed against a parent in respect of his child under this section, such order shall have effect in relation to every other person to whom the custody of the child may be transferred during the period in which the attendance order is in force at it has effect in relation to the person against whom it is passed.

(6) A parent may at any time apply to the attendance authority for cancellation of an attendance order on the ground -

(i) that he is no longer the parent in respect of the child, or

(ii) that circumstances have arisen which provide a reasonable excuse for non-attendance ;
and thereupon the attendance authority may, after holding an inquiry in the prescribed manner, cancel, or modify the attendance order.

20 No person shall employ a child in manner which shall prevent the child from attending an approved school.

Children not to be employed so as to prevent them from attending school

21 Such authority as may be prescribed may grant leave of absence to any child.

leave of absence.

PART V.

Office and Penalties.

22. (1) If any parent fails to comply with an attendance order passed under section 19, he shall be punishable with fine not exceeding two

Penalty for contravention of section 19.

rupees ,and,in the case of a continuing contravention with an additional fine not exceeding fifty naye paise for every day during which such contravention continues after conviction for the first of such contraventions ;

Provided that the amount of fine payable by any one person in respect of any child in any one year shall not exceed fifty rupees.

(2) If any person fails to furnish any information as required by sub-section (4) of section 19,he shall be punishable with fine which may extend to twenty rupees.

23 If any person contravenes the provisions of section 20,he shall be punishable with fine which may extend to twenty -five rupees,and,in the case of a continuing contravention,with an additional fine not exceeding one rupee for every day during which such contravention continues after conviction for the first of such contraventions. Penalty for contravention of section 20

24 (1) In this section "Panchayat law" means a law for the time being in force for the organisation and administration of Panchayats as units of local government in rural areas in the whole of the State or any part thereof. Courts who will try offences under the Act

(2) The Courts competent to try offences under this Act shall be the following :-

(a) in rural areas to which the panchayat extends, the Nyaya Panchayats constituted under that Law within whose jurisdiction the offence was committed ;

(b) in other areas, the Court of Magistrate having jurisdiction.

(3) Any offence triable by the Nyaya Panchayat shall be tried in the manner provided for the trial of criminal cases by the Panchayat law, and any offence triable by a Magistrate shall be tried in a summary way.

r 25 No court shall take cognizance of an offence under this Act except on the complaint of an attendance authority or any other person authorised in this behalf by the State Government or local authority, as the case may be, by general or special order.

PART VI

Miscellaneous

ion 26 (1) No fee shall be levied in respect of any child for attending an approved school which is under the management of the State Government or a local authority.

(2) Where, in respect of any child an attendance order has been passed under section 25 and the only school which he can attend is an approved school under private management falling within sub-clause (ii) of clause (b) of section 2, the State Government or local authority, as the case

may be, shall take such steps as it may think fit for the purpose of ensuring that the primary education which the child is to receive is free.

27 The age of a child for the purposes of this Act shall be computed in terms of years completed by the child on or before the first day of the academic year ;

 Provided that where the birthday of a child falls on a day not later than sixty days from the first day of the academic year, the birthday shall be deemed to fall on the first day of the academic year for the purpose of computing the age of the child.

28 The attendance authority, every person appointed to assist the attendance authority and every person authorised to make complaints under section 25 shall be deemed to be public servants within the meaning of section 21 of the Indian Penal Code, 1960 (XLV of 1960)

29 No suit, prosecution or other legal proceeding shall be brought against the Government or any authority or person in respect of any thing which is in good faith done or intended to be done under this Act.

30 If the State Government is satisfied that it is necessary or expedient so to do in the public interest or that circumstances exist which

Delegation of
powers .

render it necessary so to do it may, by notification, exempt any institution, or any class of persons or any community in any specified area from the operation of all or any of the provisions of this Act.

31 (1) The State Government may, by notification and subject to such conditions, if any, as may be specified in the notification authorise any officer or authority subordinate to it to exercise all or any of the powers conferred on the State Government by or under this Act.

(2) A local authority may, by general, or special order and with the previous approval of the State Government, authorise any officer or authority subordinate to it to exercise all or any of the powers conferred on a local authority by or under this Act.

32 (1) The State Government may, ^{Power to make rules.} by notification and subject to the condition of previous publications, make rules to carry out the purposes of this Act.

(2) In particular, and without prejudice to the generality of the foregoing power, such rules may provide for all or any of the following matters, namely :-

(a) the class or standard, education up to which shall be considered as primary education ;

(b) the particulars to be contained in any scheme submitted under this Act, including particulars relating to the provisions made or

or to be made in any area for the establishment of special schools or of schools imparting primary education on a part-time basis or for the supply of food or refreshments, books, writing materials, uniforms or other necessary amenities to children while attending school ;

(c) the manner in which lists of children may be prepared in any specified area under sections 5 and 10, the interests at which the lists shall kept revised and persons with whose assistance such lists shall be prepared ;

(d) the functions to be performed, and the manner in which such functions may be performed by attendance authorities ;

(e) the distance beyond which a child may not be compelled to attend an approved school,

(f) the circumstances which may be regarded as reasonable excuses for the non attendance of a child within the meaning of section 16 ;

(g) the manner in which any inquiry under this Act may be passed ;

(h) the form in which an attendance order under this Act may be passed ;

(i) the registers statements and other information to be maintained or furnished by approved schools for the purposes of this Act ;

(j) any other matter which has to be, or may be, prescribed under this Act.

(3) Every rule made under this section shall be laid on the table of the Legislative Assembly .